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ABSTRACT

This report discusses the findings of a survey that explored integrated employment services of 643 day and employment service providers for individuals with disabilities. Specifically, the survey investigated: (1) services provided; (2) the prevalence of other nonwork services; (3) funding practices related to group and individual supported employment; (4) trends in day and employment services; and (5) the influence of state practices and incentives on both segregated and integrated employment services. Key findings indicated that most providers offer a combination of facility-based services and integrated employment; the smallest agencies are less likely to provide facility-based services and more likely to focus exclusively on integrated employment; 81 percent of respondents offer individual supported employment and 62 percent provide group supported employment services, however, 72 percent still offer facility-based services; the majority of people served have developmental disabilities; and a number of factors influence an organization's capacity to provide integrated employment services. The discussion of these factors is organized according to: state and federal policies; agency size and focus; reimbursement practices; use of fixed assets; and disincentives to program conversion. The last section of the report discusses issues and potential incentives that may influence future integrated employment development and facility-based conversion. An appendix includes the survey instrument. (Contains 28 references.) (CR)

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**BEYOND THE WORKSHOP:
NATIONAL PERSPECTIVES ON
INTEGRATED EMPLOYMENT**

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Boston, Massachusetts

**BEYOND THE WORKSHOP:
NATIONAL PERSPECTIVES ON
INTEGRATED EMPLOYMENT**

April, 1994

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This report will also be made available in accessible formats upon request
(such as large type, Braille, audio tape, other languages, etc.) .

TABLE OF CONTENTS

I. Introduction.....	1
II. Methods.....	4
A. Sample Selection.....	4
III. Results.....	8
A. Response Rate.....	8
B. Weighting Procedures.....	8
C. Service Profile of Respondents.....	11
D. Size of Service Settings.....	14
E. Comparisons with Findings from the 1986 Survey.....	16
F. Distribution Across Service Settings.....	18
G. Agency Characteristics by Size.....	20
H. National Projections: Integrated Employment.....	22
I. National Projections: Facility-based, Elderly and Integrated Nonwork Services.....	24
J. Projected Number of Nonduplicated Individuals Served.....	26
K. National Projections of Day and Employment Service Providers.....	29
L. Primary Disabilities of Individuals Labeled with a Developmental Disability.....	31
M. Movement Into and Out of Day and Employment Settings.....	31
N. Reasons for Leaving Integrated Employment During 1991 and Current Environment.....	35
O. Funding.....	35
P. Reimbursement Methods Used for Individual Supported Employment Services.....	38
Q. Agency Practices for Providing Supports after Funding was Terminated.....	38
R. Methods Used to Involve Coworkers.....	42
S. Career Planning.....	42
T. Consumer Satisfaction.....	45
U. Integrated Employment Trends over the Past Five Years.....	47
V. Facility-based Trends over the Past Five Years.....	47
W. Trends Regarding Building Use.....	50
X. Past Agency Trends for States with High Versus Low Supported Employment Rates.....	50
Y. Special Programs for Elderly Persons: Past and Future Trends.....	53
Z. Projected Integrated Employment Trends.....	53
AA. Projected Facility-based Trends.....	56
BB. Individual and Group Supported Employment Ratios.....	56

CC. Projected Agency Trends for States with High And Low Supported Employment Rates	56
DD. Influence of State Practices and Funding Patterns	60
FF. Incentives Helpful to Expanding Integrated Employment	64
GG. Factors Contributing to Agency Expansion of Integrated Employment.....	67
IV. Discussion.....	70
A. Current Issues	70
I. Agency Characteristics.....	71
II. Consumer Characteristics	73
III. Relationship to Other Studies of Day or Employment Services.....	76
B. Factors Influencing Change.....	82
I. Policies.....	82
II. Agency Size and Focus by Integrated Employment Outcomes.....	84
III. Reimbursement Practices.....	86
IV. Providers' Payment of Job Related Supports When Funds Are Not Available for Persons in Individual Supported Employment.....	88
V. Capital Assets	89
VI. Conversion of Facility-based Programs.....	90
C. Implications for the Future.....	93
I. Movement Patterns.....	93
II. Projected Day and Employment Service Trends.....	95
III. Consumer-driven Services.....	96
IV. Policies Related to Integrated Employment.....	97
V. Conclusion	102
VI. References	103
VII. Appendices	
A. Survey Instrument	

LIST OF FIGURES

Figure 1	Services Offered by Responding Agencies.....	12
Figure 2	Percentage of Individuals Served by Day and Employment Services.....	19
Figure 3	Primary Disability Categories for Persons with Developmental Disabilities.....	32
Figure 4	Percent with Developmental Disabilities Who Entered or Left a Day or Employment Service During 1991 by Type of Setting.....	33
Figure 5	Number with Developmental Disabilities Who Entered or Left a Day or Employment Service During 1991.....	34
Figure 6	Reasons for Leaving Individual or Group Supported Employment During 1991 and Current Environment.....	36
Figure 7	Funding Sources Used for Day and Employment Services.....	37
Figure 8	Reimbursement Methods Used for Individual Supported Employment Services.....	39
Figure 9	Payroll Source for Individuals in Group Supported Employment.....	40
Figure 10	Agency Practices for Providing On-the-Job Supports or Job Development/Placement Assistance after Funding had Terminated.....	41
Figure 11	Integrated Employment Trends for the Past Five Years.....	48
Figure 12	Segregated Employment Trends for the Past Five Years.....	49
Figure 13	Trends Regarding Special Programs Serving Elderly Persons: For the Last 5 Years and Projected for the Next 5 Years.....	54
Figure 14	Projected Integrated Trends Over the Next Five Years.....	55
Figure 15	Proposed Segregated Employment Trends Over the Next Five Years.....	57
Figure 16	1991 Individual to Group Supported Employment Ratio and Projected Ratio in Five Years.....	58

Figure 17	Influence of State Practices and Funding patterns on Facility-based and Supported Employment	61
Figure 18	Incentives that Have Been Helpful in Expanding Integrated Employment	65
Figure 19	Factors Contributing to Agency Expansion of Integrated Employment.....	69

LIST OF TABLES

Table 1	Selected States by Cell Design.....	5
Table 2	State and Cell Weights.....	9
Table 3	Characteristics of Responding Agencies.....	13
Table 4	Characteristics of Responding Agencies.....	15
Table 5	Characteristics of Responding Agencies for 1991 Compared with Respondents to 1986 Survey.....	17
Table 6	Organizational Characteristics by Agency Size.....	21
Table 7	Projected Number of Persons Served in Integrated Day and Employment Services During 1991	23
Table 8	Projected Number of Persons Served in Facility-based Programs or Elderly and Integrated Nonwork Programs During 1991.....	25
Table 9	Percent Duplication Between Services Duplicated and Non-duplicated Totals	28
Table 10	Projected Number of Service Providers by type of Setting in 1991	30
Table 11	Methods Used to Involve Coworkers in Supporting Employees with Disabilities.....	43
Table 12	Career Planning Procedures Used.....	44
Table 13	Measurement of Consumer Satisfaction.....	46
Table 14	Trends Regarding Building Use for Agencies that Closed Facility-based Programs.....	51
Table 15	Comparison of Agency Trends Over Last 5 Years by States with High and Low Supported Employment Rates.....	52
Table 16	Comparison of Agency Trends for Next 5 Years by States with High and Low Supported Employment Rates.....	59
Table 17	Influence of State Practices and Funding Patterns on Facility-based and Supported Employment.....	63
Table 18	Helpful Incentives in Expanding Integrated Employment.....	66

**BEYOND THE WORKSHOP:
NATIONAL PERSPECTIVES ON INTEGRATED EMPLOYMENT**

INTRODUCTION

During the 1980's, the philosophical underpinnings which establish the foundation for day and employment services for individuals with severe disabilities shifted from broad-based support of facility-based employment toward integrated, community-based employment with supports. Refinement of supported employment service technologies and changes in the distribution of jobs from a manufacturing to a service base paved the way for integrated jobs for individuals with severe disabilities. The advantages of integrated employment for persons with disabilities have been well documented, including: higher wages, opportunities to interact with persons who do not have disabilities, and maximization of consumer choice and career development (Bellamy, Rhodes, Bourbeau & Mank, 1986; Kiernan & Stark, 1986; Kiernan, McGaughey, & Schalock, 1988; Rusch, Mithaug & Flexer, 1986).

The absence of comprehensive, national data for planning and evaluation purposes was emphasized during congressional hearings for the reauthorization of the Developmental Disabilities legislation (P.L. 100-146, 1988). Thus, Congress mandated that the Administration on Developmental Disabilities (ADD) award money for national data collection related to consumer satisfaction and the provision of community-based services. In 1988, ADD awarded grants of national significance to document consumer satisfaction and activities in the following areas: integrated employment and facility-based day and employment services, residential services, and allocation of public resources. These national studies were undertaken to assist policy makers and service providers in developing and evaluating community-based services for adults with mental retardation and other developmental disabilities.

National studies of residential services and the allocation of public resources had been undertaken earlier. However, until December 1, 1988, there was yet to be a national study of the full range of day and employment services utilized by individuals with mental retardation and other developmental disabilities. Furthermore, at that time, there was little national data reflecting day and employment services and movement patterns for individuals with mental retardation and other developmental disabilities. In fact, of the sources reviewed, information compiled by the Rehabilitation Services Administration (RSA) on annual case closures appeared to be the only national data source related to day and employment services for this population (Human Services Research Institute, 1986). Other prospective national data sets either did not contain appropriate disability information or the data reflecting facility-based day or employment services was limited or nonexistent (such as Census of the Population and Current Population Survey, Bureau of the Census; National Health Interview Survey, National Center for Health Statistics; National Longitudinal Surveys, Center for Human Resource Research; and the Survey of Income and Program Participation, Bureau of the Census).

Prior to this, two national surveys of approximately 2,500 service providers had documented sheltered employment services and integrated employment outcomes (transitional, supported and competitive employment; Kiernan, McGaughey & Schalock, 1988; Schalock, McGaughey & Kiernan, 1989). These studies were among the first to report national integrated employment placement patterns along with sheltered employment data, but they did not report on services to persons in day habilitation or other day developmental program models. Other researchers have collected national information that focused only on a single program model, such as day developmental services (Buckley & Bellamy, 1984) and supported employment (Wehman, Kregel & Shafer, 1989).

Yet, prior to the National Study of Day and Employment Services for Persons with Developmental Disabilities, there were no existing studies which documented

changes in the day or employment service mix, waiting list patterns, or state policy incentives from a longitudinal perspective. The first national study of day and employment services utilized a variety of methods and data sources to document national day and employment services for fiscal year 1988. A second two-year grant was awarded in 1991 (February 1) to continue and expand on this work.

Studies of state MR/DD and VR agency day and employment service patterns were conducted during the first grant period. However, because these activities were focused at the state level where there is a wide disparity in data collection capacity, the level of detail that could be collected was limited. In order to counterbalance the state-level picture, a study of service provider trends was undertaken to follow-up on the earlier study of services provided during 1986 (Kiernan et al., 1988).

We were interested in examining the following: the range of services provided; the service mix across day and employment settings; innovative practices related to career or whole-life planning and development of natural supports; past and future trends regarding both integrated and segregated services; and issues related to conversion of facility-based programs. This information would create a more complete portrait of the state of day and employment services across the country.

Moreover, integrated and segregated service trends could be examined by comparing outcomes with the earlier study. Other studies have documented increased utilization of integrated employment (West, Revell, Wehman, 1992, VCU, RRTC, 1990), but, what, if any, impact has this had on the service capacity of segregated programs (i.e., sheltered employment and day programs)? This is a critical question, because if segregated services have also expanded, then the growth of integrated employment opportunities for persons with disabilities must be viewed in a new light and complicated issues and disincentives related to converting segregated, facility-based programs must be addressed. The current study was designed to explore these questions.

METHODS

As noted earlier, this study was conceptualized as a follow-up study of employment services provided during 1986. However, the primary focus of the current study varied in several respects: 1) day services were added in order to collect information related to both work and nonwork services, 2) the prevalence of other nonwork services in these organizations was added (residential, recreation, etc.), 3) funding practices related to group and individual supported employment were examined, 4) previous and future trends across the range of day and employment services were examined, and 5) the influence of state practices and incentives on both segregated and integrated employment services was analyzed. (See Appendix A for Survey Definitions and a copy of the survey instrument.)

Sample Selection

Two variables were selected as indicators to use in grouping states: 1) state population in 1990, using Census data (based on states above and below the median population, and 2) supported employment placement rates per 100,000 of the state population (using the mean as the grouping statistics) (VCU, RRTC, 1991). (See Table 1). The supported employment rates were chosen as a proxy for state commitment to integrated employment, and the mean was used to group these states (instead of the median) because it had a higher value and made it more likely to identify a sample that excelled in supported employment. States with Title III systems change grants were much more likely to have supported employment rates above the mean than those that did not (VCU, RRTC, 1991). Population was selected in order to examine supported employment rates for high and low population states. (Indeed, more low population states obtained high supported employment rates, although a larger number of both high and low population states were in the low supported employment rate group.)

Table 1
Selected States by Cell Design

High Population					Low Population			
		Population	1989 SE rate	Response Rate			Population	1989 SE rate Response Rate
High Supported Employment Rate	Massachusetts	5,889,000	28.02		Colorado	3,301,000	53.35	52%
	Maryland	4,622,000	27.33	57%	Connecticut	3,233,000	119.13	52%
	Minnesota	4,307,000	133.88	44%	Idaho	1,003,000	30.31	48%
	New York	17,909,000	27.71	41%	Maine	1,205,000	28.60	71%
	Virginia	6,015,000	42.63		Montana	805,000	30.82	
	Washington	4,648,000	33.30	53%	New Hampshire	1,085,000	58.24	
	Wisconsin	4,855,000	52.53		North Dakota	667,000	45.48	80%
		48,245,000	mean: 49.3		Oregon	2,767,000	72.29	
					Rhode Island	993,000	69.28	
					South Dakota	713,000	44.63	
					Vermont	557,000	64.81	48%
					16,329,000	mean: 56.1		
					1	2		
					3	4		
Low Supported Employment Rate	Alabama	4,102,000	24.10		Alaska	524,000	6.73**	
	Arizona	3,489,000	20.14		Arkansas	2,395,000	9.69	
	California	28,314,000	14.64	42%	Delaware	660,000	26.90	
	Florida	12,335,000	11.05		Hawaii	1,098,000	18.02	
	Georgia	6,342,000	18.73	54%	Iowa	2,834,000	7.19	
	Illinois	11,614,000	11.54	52%	Kansas	2,495,000	17.51	
	Indiana	5,556,000	18.30		Mississippi	2,620,000	24.07	53%
	Kentucky	3,727,000	20.41		Nebraska	1,602,000	8.05	54%
	Louisiana	4,408,000	12.22	55%	Nevada	1,054,000	2.96	
	Michigan	9,240,000	9.17		New Mexico	1,507,000	.01*	
	Missouri	5,141,000	6.78		Oklahoma	3,242,000	8.40	35%
	New Jersey	7,721,000	3.22		Utah	1,690,000	16.06	
	North Carolina	6,489,000	9.01		West Virginia	1,876,000	8.28	
	Ohio	10,855,000	.04*	43%	Wyoming	479,000	21.07	46%
	Pennsylvania	12,001,000	3.88		24,076,000	mean: 12.5		
	South Carolina	3,470,000	11.29					
	Tennessee	4,895,000	10.36	42%				
	Texas	16,841,000	11.24					
		156,540,000	mean: 12.1					

States in bold represent states in the sample * Figures not available from VCU study. Number derived from 1986 Training and Research Institute study. ** Alaska was inadvertently placed into the incorrect cell. The correct cell is Cell 2. Alaska's SE rate is 66.73.

The supported employment rates for 1989 were derived from the Virginia Commonwealth University national report on supported employment for fiscal years 1986 -1989 (VCU, RRTC, 1991). These rates were displayed in Table 2 and Table 3 of that report. The data were obtained initially from Table 3 for our selection of states. After states were selected randomly, it was discovered that the placement rate for Alaska in Table 3 (6.72) was incorrect and that the accurate rate (66.72) was presented in Table 2 . Thus, Alaska was incorrectly placed in Cell 4 of Table 1 for the sample selection but should have been in Cell 2 (for high rate/ low population states). However, Alaska was correctly included in Cell 2 for all statistical analyses. As a result, all projected data are correct, although Alaska may have had a greater chance of being chosen for the sample if this error been detected earlier.

For sample selection, states were ordered by regional location (east to west) within cells in order to obtain national representation. The list of states in each cell was numbered and a random number chosen from a random number table until we arrived at a number represented in the cell. The state with that number was the first to be selected for the sample, and every third state was chosen after that. States presented in bold lettering in Table 1 were selected for the sample. In order to insure adequate representation from states with a focus on integrated employment, an equal number of states (10) were chosen for the high and low rate groups, in spite of the larger number of sates with low supported employment rates. Within those two groups (states with high or low supported employment rates), a larger number of states were chosen from the cells containing more states. Thus, six states were chosen from the high rate/ low population group and six states from the low rate/ high population group, whereas four were selected from the other two cells.

Once the twenty states were selected, we began identifying service providers. Lists from the 1986 study were used to begin constructing the sample. These lists were updated by contacting telephone information operators and verifying addresses and

phone numbers. Organizations that could not be located were presumed to have closed or moved and were deleted. Lists of day and employment service providers were obtained from state Mental Retardation/Developmental Disabilities (MR/DD) offices, the National Association for Rehabilitation Facilities (NARF), and United Cerebral Palsy affiliates. A list of Title IV-C funded supported employment programs also was obtained from state Vocational Rehabilitation (VR) agencies in order to generate a complete list of potential supported employment providers. All lists were compared with the original lists, duplicates eliminated, address changes updated and new providers added. The NARF list also included some hospitals and medical rehabilitation providers, which were eliminated.

The final list contained 3176 service providers (presumably the universe in those states -- except for some day programs serving individuals with psychiatric disabilities, since we did not solicit lists from state MH agencies). One half of all providers were randomly selected from all states with more than 100 providers. In order to insure adequate representation from small states, 50 providers were selected in states with 50-100 and all providers were chosen in states with less than 50. The final sample included 1700 day and employment service providers to whom surveys were mailed in late June, 1992.

Telephone follow-up of nonrespondents was conducted from July through mid-October. When surveys were returned as undeliverable, we attempted to obtain new addresses through telephone information and to the survey again. Through late-August, new providers were selected from the original list when the original sample member could not be located. In other situations, duplicates or satellite facilities were discovered in the sample and new providers were chosen to receive a survey.

RESULTS

Response Rate

A second mailing was sent to nonrespondents in early August, 1992. Of the 1579 remaining sample members, 754 responded to the survey (a 47.8% response rate). Of these respondents, 14.6% were ineligible because they did not provide day or employment services. These included residential programs, state schools, medical rehabilitation providers, or organizations that conducted vocational evaluations but not placement services. Ultimately, there were 643 eligible responding providers.

Telephone follow-up with respondents was conducted from October through December 1992 to clarify information returned, check for inconsistency across items, etc. Most respondents were contacted.

Weighting Procedures

Table 2 displays the states, their associated cells, the original number of agencies per state, the percentage of nonduplicate organizations found in the original list, the percentage of providers on the original list that were estimated to be eligible for the survey (based on the percentage of satellite agencies or duplicates found in the subsample), the estimated number of providers in the total sample (after adjusting for ineligible and duplicate organizations), and the actual number of eligible, nonduplicate respondents in the subsample. Thus, after adjusting for duplication across organizations and for agencies that were ineligible, the total sample dropped from 3176 organizations to 2381 for the 20 states. It is interesting that this sample size was nearly equal to the entire national sample surveyed in the 1986 study -- 2591 agencies.

In order to use the survey data to make generalizations about all facilities represented by our sampling, it was necessary to develop weights to properly interpret the data. These weights provided corrections for state response rates and the percentage of eligible agencies represented in each cell when calculating national

Table 2
State and Cell Weights

State	Cell	Original # of Agencies	% Non- duplicate Agencies	% of Eligible Agencies	Estimate of # of Agencies **	# of Eligible Respon- dents	State Weight	Cell Weight
MD	1	117	88%	83%	85	25	3.40	1.75
MN	1	251	94%	87%	205	46	4.47	1.75
NY	1	514	77%	86%	341	81	4.21	1.75
WA	1	215	96%	85%	175	47	3.72	1.75
CO	2	89	96%	88%	75	22	3.41	2.00
CT	2	175	80%	75%	105	30	3.50	2.00
ID	2	24	88%	100%	21	10	2.10	2.00
ME	2	64	88%	84%	47	27	1.74	2.00
ND	2	26	96%	75%	19	15	1.27	2.00
VT	2	43	93%	88%	35	15	2.33	2.00
CA	3	547	90%	83%	413	90	4.53	3.00
GA	3	209	90%	86%	162	48	3.38	3.00
IL	3	217	98%	91%	194	51	3.80	3.00
LA	3	112	90%	93%	94	26	3.62	3.00
OH	3	240	91%	85%	185	40	4.63	3.00
TN	3	108	94%	82%	84	18	4.67	3.00
MS	4	42	52%	76%	17	13	1.31	3.25
NE	4	74	44%	90%	30	19	1.58	3.25
OK	4	96	98%	88%	83	15	5.53	3.25
WY	4	13	100%	83%	11	5	2.20	3.25
Totals		3,176	Mean: 87.5%	Mean: 85.4%	2,381	643		

*Includes Satellite Agencies **Excludes Satellite Agencies

projections, so that the data from one particular area (cell or state) would not skew the results.

Generalizations were made to three different levels: state, cell, and the entire nation. Two weights were developed and, from these, two multiplicative combinations were used to make two more. A state weight was based on the percentage of respondents from each state sampled, and was used for all state level projections. A cell weight was developed to account for states in the entire cell but not in our sample. Multiplying the state weight by cell weight gave the unadjusted weight, used for making cell and nation-wide projections. Dividing the unadjusted weight by its mean gave the adjusted weight which was used as a correction factor for statistical testing procedures so that the total N (and degrees of freedom) were not overestimated.

The state weight was developed to adjust for the number of respondents from each particular state, thus twenty unique state weights were calculated. If, for example, data from a particular sample state was received from 50% of the existing agencies, that state's data was increased by a factor of 2 ($1+.5$), for a state weight of 2. It was necessary to have an accurate estimate of the number of agencies in each state in order to calculate this weight. Corrections were made for ineligible and duplicate agencies on the original list. (See Table 2.) Estimates of eligible and non-duplicate agencies were made from returned surveys. If 10% of the returned surveys were ineligible, the total number of agencies in that state was reduced by 10%; the same method was used to correct for duplicate or satellite agencies. This estimate was then divided by the number of eligible respondents to create the state weight. For example, on Table 2, Maryland is estimated to have 85 non-duplicate, eligible agencies. Our sample had 25 eligible respondents, hence a state weight of 3.4 ($85 \div 25$).

The cell weight was developed to adjust for states within each cell that were not in our sample. For example, Table 1 shows that Cell 1 has seven states, four of which were sampled. Each sampled state's data in that cell were increased by a factor of 1.75

(7+4) to adjust for the non-sampled states in the cell. Thus, cell level projections were made by multiplying state data by the state weight and then by the cell weight. National projections were created by summing the four cells.

Service Profile of Respondents

Figure 1 shows the percentage of respondents that provided a variety of targeted services. Individual supported employment was provided by the largest percentage of organizations (81%) followed by facility-based work, facility-based nonwork, group supported employment, and competitive employment. Slightly over one-third of the respondents also reported providing individual or group community living services and approximately one-quarter provided respite care. Specialized programs for elderly individuals and personal care assistance services were reported by less than 20% of the respondents.

Respondents were asked to their primary service environment as urban/suburban or rural. Slightly more than half (54%) reported an urban/suburban environment, 45% indicated a primarily rural environment, and 1% stated that their service area represented both types of environments.

Table 3 presents some basic characteristics of responding organizations. Respondents had provided both individual (N=520) and group supported employment (N=396) services for an average of 4 years. (See Appendix A for a specific definition of these services.) Group supported employment includes enclaves, mobile crews, and "other" services.

Fifteen respondents reported that they operated other forms of group supported employment, including: small businesses (11); cluster sites where individuals with disabilities are dispersed throughout a business, such as a food service program (4); short-term work experiences (2); and a job-sharing model (2). The survey only requested size data for the enclave model of group supported employment. However,

Figure 1
Services Offered by Responding Agencies

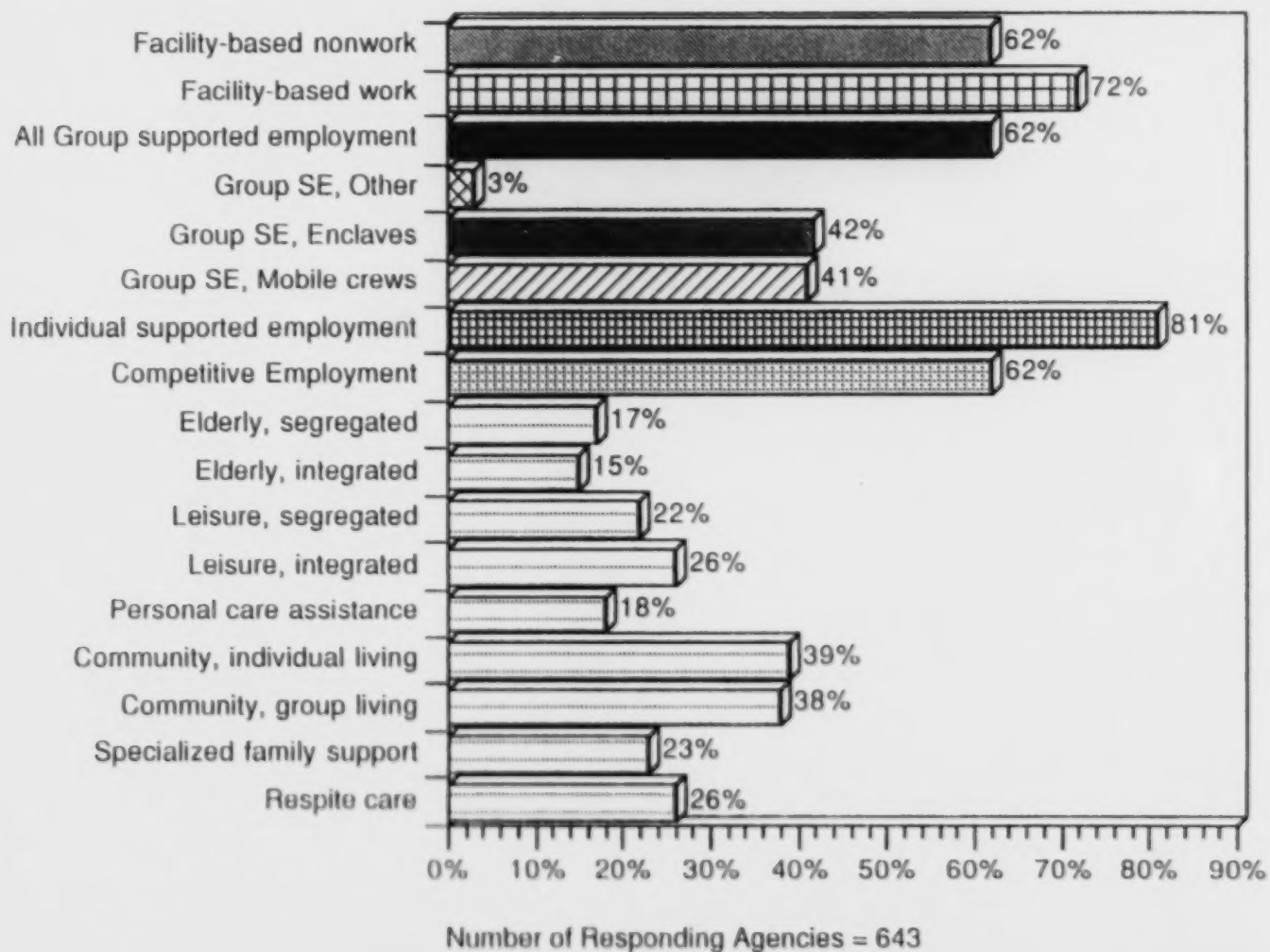


Table 3
Characteristics of Responding Agencies

Characteristic	Minimum Value	Mean	Maximum Value	Standard Deviation
Years of operation, Individual SE (N = 520)	Less than 1	4	22	3.48
Years of operation, Group SE (N = 396)	Less than 1	4	22	4.36
Years of operation, Integrated Employment (N = 576)	Less than 1	9	74	9.75
Years of operation, Facility-based Programs (N = 549)	Less than 1	16	80	12.49
% of Facilities Owned, Facility-based Programs (N = 538)	0%	56%	100%	45
# of Mobile Crews (N = 261)	1	3	80	6.42
# of Enclaves (N = 274)	1	4	32	5.01
Smallest Enclave Size	2	4	25	2.39
Average Enclave Size	-	6	-	3.67
Largest Enclave Size	2	8	42	5.27

the job-sharing model potentially could be considered individual supported employment, if two individuals were sharing different aspects of one job.

Staff from several organizations responded that they had been providing supports to individuals or groups in integrated employment for approximately 20 years -- much longer than supported employment has been a service priority at the state and national levels. Most likely, this included follow-up services to individuals who were placed into what was previously considered competitive employment. The distinctions between competitive and supported employment have become increasingly enmeshed; future studies may be more accurate to use the term integrated employment, which would include both competitive and supported employment. As would be expected, other integrated employment services (such as transitional training services or competitive employment placement services) have been provided, on average, longer than supported employment (an average of 9 years). Yet, facility-based programs have been operating for almost twice as long (an average of 16 years).

For agencies operating facility-based programs, about half (56%) of the facilities were owned. Agencies that provide mobile crews had an average of 3 crews, although one provider in California reported a total of 80. Those offering enclaves reported an average of 4 sites, with an average of 6 persons per group. The smallest enclaves operated by providers ranged from 2 to 25 individuals, whereas the largest ranged from 2 to 42 persons.

Size of Service Settings

Other data reflecting the average size of the responding facilities and their respective service settings are described in Table 4. Whereas enclaves employed an average of 6 persons, the average number of persons in each agency's group supported employment program was 25. This total also includes individuals in mobile crews, even though specific size data are not available.

Table 4
Characteristics of Responding Agencies
Number of Responding Agencies = 632

Characteristic	Mean	Standard Deviation
Total Served	168	237.12
Total with Developmental Disabilities	131	176.75
% with Developmental Disabilities	78.4%	29%
Total in Individual SE	22	30.53
Total in Group SE	25	43.08
Total in Competitive Employment	29	73.60
Total in Facility-based Work	95	151.8
Total in Facility-based Nonwork	77	139.64
% Offering only Integrated Employment	14.3%	
% Offering only Segregated Employment	8.4%	
% Offering both Integrated & Segregated Employment	77.3%	

We were also interested in identifying the percentage of organizations that concentrated their resources exclusively on integrated employment, those that focused solely on segregated employment, and those that provided a mix of both services. By far, the largest percentage provided both integrated and facility-based day and employment services (77%). Almost twice as many providers focused exclusively on integrated employment (14%) than on facility-based services (8%).

Comparisons with Findings from the 1986 Survey

Ninety-four respondents also participated in the survey of services provided during 1986. T-test comparisons of the relevant variables are displayed in Table 5. On average, these respondents served significantly more individuals in day and employment services in 1991 compared with 1986. (Even though data on day services were not requested for 1986, the total number of individuals served should be comparable, as respondents were asked in both instances to provide the total number served in the agency's day and employment programs). These 94 organizations also represent a larger than average subsample. For all respondents, the average agency served 153 persons, compared with 206 reported by this sample. The percentage of individuals with developmental disabilities served remained relatively stable across the years (at approximately 75%). The percentage that provided competitive employment and facility-based work remained level, with few organizations adding or deleting these services. However, the percentage offering supported employment increased significantly from 45% to 90% of those responding in 1991.

The number of individuals in each setting as well as the average percentage served across settings also were examined. (Note that the service percentages will not add to 100% because they are based on average percentages instead of aggregate percentages across the service array). As with the total number of individuals served, the number of persons in each of the employment settings increased significantly for this sample of respondents. In spite of the significant increase in the absolute

Table 5

**Characteristics of Responding Agencies for 1991 Compared
with Respondents to 1986 Survey**

Characteristic	1991 Survey Mean	1986 Survey Mean	T-Value	# of Agencies
Total Served by Agency	206	153	2.15*	94
% with Developmental Disabilities	75%	77%	-.94	94
<u>Competitive Employment</u>				
% Offering Comp. Employ.	70%	67%	.59	94
# in Comp. Employ.	32	12	3.69***	50
% in Comp. Employ.	18%	16%	.42	50
<u>Supported Employment</u>				
% Offering Supported Employment	90%	42%	8.43***	94
# in Supported Employment	47	6	5.74***	60
% in Supported Employment	29%	7%	6.33***	60
<u>Facility-based Employment</u>				
% Offering Facility-based Work	90%	90%	0.00	94
# in Facility- based Work	104	81	2.56**	78
% in Facility- based Work	51%	77%	-5.75***	78

*p < .05 **p < .01 ***p < .001

number of persons served across each integrated employment setting, the percentage change was significant only for supported employment and facility-based work. The percentage served in facility-based work dropped significantly, most of which appeared to be accounted for by an increase in supported employment. Both the number and percentage served in facility-based work need to be viewed together, because the reduction in the percentage served was not accompanied by a reduction in the number served. Indeed, the opposite actually occurred.

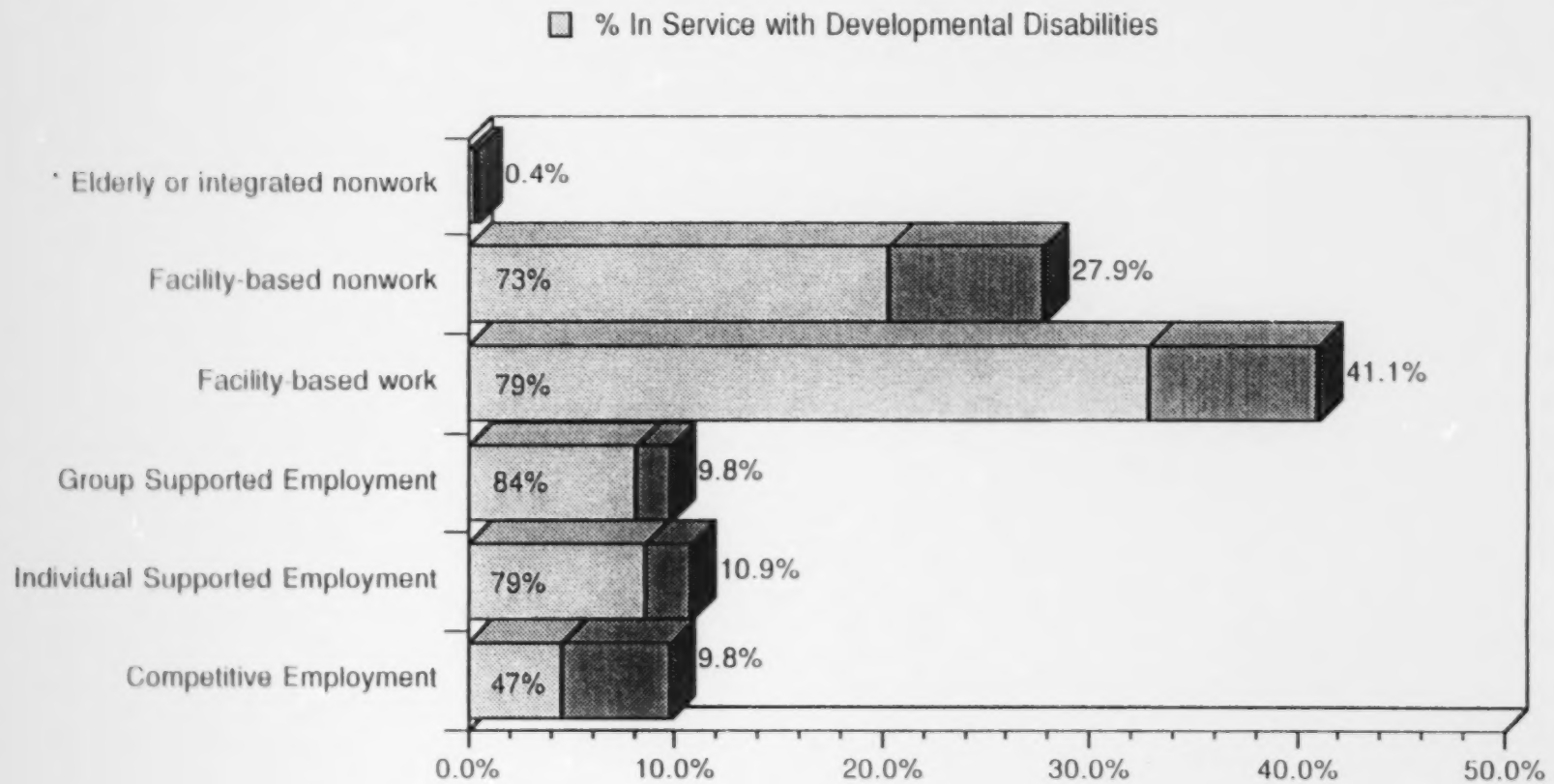
Distribution Across Service Settings

The responding agencies reported serving 104,303 persons across 6 categories of day or employment service environments. The percentage distribution across these services is shown in Figure 2 along with the percentage in each service who are considered to have a developmental disability. Although the survey did not originally request statistics for integrated nonwork settings, a number of providers stated that this was the only day service offered so these services were added to the figure. Integrated nonwork programs are a fairly new service for many organizations; community-based activities (volunteer work, community experiences, etc.) are provided in lieu of more typical segregated day programs. For this respondent pool, elderly programs were provided about equally in segregated and integrated settings (approximately 16% each; see Figure 1).

Although the percentage of persons served in integrated environments was about equal, individual supported employment included a slightly larger proportion (10.9%) compared with 9.8% served in both group supported employment and competitive employment. Based on Figure 1, 62% of the respondents actually offer some type of group supported employment compared with the 81% who provide individual supported employment services. The congregate nature of group services makes up for the difference in the percentage of facilities offering this service, such that the percentage served in group and individual supported employment is relatively equal. Overall,

Figure 2

Percentage of Individuals Served by Day and Employment Services



Total Number of Persons Served = 104,303

* 73% of elderly & integrated nonwork have developmental disabilities

approximately 30% of the individuals served were working in integrated employment environments, compared with 17% reported in the 1986 national survey.

Agency Characteristics by Size

As described in Table 4, the responding facilities served an average of 168 individuals in day and employment programs during 1991. Table 6 presents the distribution across 4 size groups. The largest number of organizations were in the smallest group (30% of the total agencies), although the overall distribution across groups was relatively equal. One-way Analysis of Variance tests were conducted across the size groups for the variables shown in the table. Smaller organizations were significantly more likely to offer only integrated employment ($DF=628$, $F=38.39$, $p<.0001$; Scheffe multiple range test: $p<.05$) and significantly less likely to provide both integrated and segregated services compared with the other three groups ($DF=628$, $F=33.72$, $p<.0001$, Scheffe multiple range test: $p<.05$). The largest agencies served a significantly smaller percentage of individuals with developmental disabilities compared with the other 3 groups ($DF=634$, $F=7.6$, $p<.001$, Scheffe multiple range test: $p<.05$). Other significant differences across the size categories were: the smallest agencies (group 1) served a significantly larger percentage in competitive employment compared with agencies serving 51-100 persons and those serving over 200 ($DF=354$, $F=4.79$, $p<.01$); the smallest agencies served a significantly larger percentage of individuals in individual supported employment compared with the other three groups ($DF=499$, $F=48.57$ Scheffe multiple range test: $p<.05$); the smallest agencies served a significantly larger percentage of individuals in group supported employment compared with the two largest groups ($DF=409$, $F=25.02$ Scheffe multiple range test: $p<.05$); agencies with 51-100 participants differed significantly from the largest group on the same test ($DF=404$, $F=14.52$, $p<.0001$); group 2 (51-100 participants) served significantly more persons in facility-based work compared with the smallest agencies ($DF=451$, $F=3.6$, $p<.05$); and

Table 6

Organizational Characteristics by Agency Size
 (Number of Responding Agencies = 632)

Agency Size (# of people)	# of Agencies	% of total Agencies	% offering Integrated programs only	% offering Segregated programs only	% offering both Int & Seg. programs
1 to 50	188	29.7%	34.6%	10.6%	54.5%
51 to 100	165	26.1%	9.7%	12.1%	78.2%
101 to 200	138	21.8%	4.3%	5.8%	89.9%
201 +	141	22.4%	2.1%	2.1%	95.7%

Agency Size (# of people)	% with Developmental Disabilities Mean & (S.D.)	% in Competitive Employment Mean & (S.D.)	% in Individual SE Mean & (S.D.)	% in Group SE Mean & (S.D.)	% in Facility- based Work Mean & (S.D.)	% in Facility- based Nonwork Mean & (S.D.)
1 to 50	83% (27.2%)	24% (26.7%)	43% (37.7%)	34% (28.1%)	41% (29.1%)	48% (34.1%)
51 to 100	79% (27.1%)	12% (15.2%)	19% (20.4%)	22% (19.1%)	53% (26.2%)	34% (29.3%)
101 to 200	81% (26.8%)	15% (21.1%)	14% (18.1%)	18% (14.7%)	47% (22.4%)	39% (29.3%)
201 +	69% (33.1%)	13% (20.8%)	11% (10.0%)	11% (13.4%)	49% (24.6%)	42% (26.3%)

the smallest agencies served a significantly larger percentage of individuals in facility-based nonwork compared with those serving 51-100 persons ($DF=374$, $F=3.3$, $p<.05$).

National Projections: Integrated Employment

Table 7 displays the total number of individuals projected in integrated employment during 1991 for the states in our sample, for the respective cells, and for the nation. These numbers were obtained using the state and cell weights described earlier, and it is important to underscore that they are projected rather than actual statistics. Furthermore, there is some duplication across settings for individuals served in integrated and segregated employment during the same week and for individuals served within two categories of integrated or segregated employment during the same week. Based on data obtained regarding duplication, a correction factor is presented in Table 9 to generate a projected unduplicated count of individuals served in each setting. This correction factor was not incorporated into Tables 7 and 8, in order to reflect the absolute total of individuals likely to be served in each setting nationally (regardless of whether they were also represented in a second setting during the same week).

Table 7 shows the projected number of persons served in integrated employment services during 1991. The largest number of individuals were projected in competitive employment nationally (103,629); however only 45% of this total included persons considered to have a developmental disability. In comparison, almost as many individuals were projected in individual supported employment across the country (102,540), but a much larger percentage was estimated to have a developmental disability (78%). The estimated percentage of persons with a developmental disability served in group supported employment is even larger (84%).

To review the definitions of the cells presented in Table 7, Cell 1 includes states with high supported employment rates and high population, Cell 2 includes those with high supported employment rates and low population, Cell 3 reflects states with low supported employment rates and high population, whereas Cell 4 is comprised of those

Table 7
Projected Number of Persons Served in Integrated Day
and Employment Services During 1991

State or Cell	Total in Competitive Employ.	Total in Competitive Employ. w/DD	% of total in Comp	% in Comp w/DD	Total in Individual Supported Employ.	Total in Individual Supported Employ. w/DD	% of total in Indiv. SE	% in Indiv. SE w/DD	Total in Group Supported Employ.	Total in Group Supported Employ. w/DD	% of total in Group SE	% in Group SE w/DD
MD	418	187	4%	45%	1,761	1,567	17%	89%	1,421	1,081	14%	76%
MN	2,852	1,645	10%	58%	5,279	3,951	18%	75%	6,133	4,054	21%	66%
NY	5,949	4,101	6%	69%	10,230	7,624	10%	75%	4,896	4,244	5%	87%
WA	2,247	759	14%	34%	2,701	2,258	17%	84%	1,760	1,603	11%	91%
Entire Cell 1	20,065	11,710	7.3%	58%	34,950	26,952	12.7%	77%	24,867	19,219	9.0%	77%
CO	1,255	604	18%	48%	1,323	1,033	18%	78%	1,272	1,023	18%	80%
CT	721	511	8%	71%	1,641	1,337	18%	81%	1,942	1,935	21%	100%
ID	934	153	43%	16%	443	281	20%	64%	134	95	6%	70%
ME	478	289	12%	60%	451	388	11%	86%	531	423	13%	80%
ND	105	65	6%	61%	330	300	20%	91%	185	183	11%	99%
VT	398	356	24%	89%	431	284	26%	66%	126	126	8%	100%
Entire Cell 2	7,785	3,956	15.0%	51%	9,239	7,247	17.8%	78%	8,382	7,569	16.2%	90%
CA	9,436	2,546	12%	27%	7,819	6,120	10%	78%	11,447	10,251	14%	90%
GA	686	274	5%	40%	1,284	1,271	10%	99%	1,416	1,281	11%	90%
IL	4,393	2,633	11%	60%	2,272	1,794	5%	79%	1,208	1,072	3%	89%
LA	695	192	10%	28%	891	720	13%	81%	1,137	1,100	16%	97%
OH	8,297	3,408	12%	41%	4,765	3,060	7%	64%	3,931	2,482	6%	63%
TN	1,074	845	10%	79%	939	915	9%	98%	528	509	5%	96%
Entire Cell 3	73,743	29,694	11.3%	40%	53,879	41,642	8.2%	77%	59,002	50,086	9.0%	85%
MS	28	28	3%	100%	162	162	16%	100%	76	76	7%	100%
NE	186	171	4%	92%	482	430	10%	89%	754	706	15%	94%
OK	359	277	7%	77%	630	630	12%	100%	702	619	14%	88%
WY	53	22	7%	42%	101	99	13%	98%	196	196	25%	100%
Entire Cell 4	2,035	1,614	5.2%	79%	4,472	4,295	11.5%	96%	5,615	5,192	14.5%	93%
Entire Nation	103,629	46,974	10.2%	45%	102,540	80,137	10.1%	78%	97,865	82,066	9.6%	84%

with low supported employment rates and low population. (For more specific information on cell composition and sample methodology, please refer to pages four, five and six.) States with higher supported employment ratios in 1989 (as reported by VCU, RRTC; 1991) also had higher projected integrated employment rates for 1991, substantiating our initial sampling strategy. To illustrate across the integrated settings: competitive employment: high rate cells (1 & 2) generated a projected average competitive rate of 11% versus 9% for the low rate cells; individual supported employment: 14.5% in high rate cells compared with 9.5% in low rate cells; and group supported employment: 12.5% for high rate cells versus 12% for the low rate cells. Only the group supported employment rates were relatively similar across high and low-rate cells. Hence, utilizing the cell design as a proxy for commitment to supported employment in general is probably not correct. Rather, the cell design actually reflects a greater emphasis on individual supported employment for states in Cells 1 and 2 instead of a commitment to supported employment in general (group and individual models).

National Projections: Facility-based, Elderly and Integrated Nonwork Services

Table 8 shows the national, cell and state projections for facility-based programs and elderly and integrated nonwork programs during 1991. Approximately 70% of the individuals served nationally were projected in either facility-based work programs (42.1%) or facility-based nonwork settings (27.8%). Although the 1986 survey did not collect information on persons served in nonwork programs, T-test comparisons for providers responding to each survey revealed a substantial decrease in the percentage served in facility-based work during 1991. (See Table 5). Although a large percentage of individuals in both facility-based work and non-work programs were labeled with a developmental disability (79% versus 72%), the largest proportion with a reported developmental disability were in group supported employment (84%). Based on discussions with respondents, the fact that facility-based nonwork programs include a

Table 8
Projected Number of Persons Served in Facility-based Programs or
Elderly and Integrated Nonwork Programs During 1991

State or Cell	Total in Facility-based Work	Total in Facility-based Work w/DD	% of total in FB Work	% in FB Work w/DD	Total in Facility-based Nonwork*	Total in Facility-based Nonwork w/DD	% of total in FB Non-work	% in FB Non-work w/DD	Total in Elderly and Integrated Non-work Programs**	Total in Elderly and Integrated Programs w/DD	% of total in Eld. & Int. Prog.	% in Eld. & Int. Prog. w/DD
MD	3,199	2,795	31%	87%	3,539	2,424	34%	68%	--	--	--	--
MN	12,091	8,779	41%	73%	3,464	3,263	12%	94%	--	--	--	--
NY	45,754	39,254	45%	86%	34,560	28,249	34%	82%	55	25	.1%	46%
WA	4,646	3,076	30%	66%	3,541	379	23%	11%	851	584	5%	70%
Entire Cell 1	114,960	94,333	41.8%	82%	78,934	60,053	28.7%	76%	1,567	1,066	.6%	68%
CO	2,097	1,446	29%	69%	1,211	716	17%	59%	--	--	--	--
CT	2,443	1,988	26%	81%	2,345	2,342	25%	100%	277	140	3%	50%
ID	481	363	22%	76%	197	195	09%	99%	--	--	--	--
ME	1,081	886	27%	82%	1,399	1,382	36%	99%	--	--	--	--
ND	549	546	34%	100%	446	422	27%	95%	20	19	1%	95%
VT	184	184	11%	100%	515	445	31%	86%	--	--	--	--
Entire Cell 2	13,699	10,862	26.3%	79%	12,225	11,002	23.6%	90%	594	318	1.2%	54%
CA	27,638	22,084	35%	80%	22,215	13,807	28%	62%	444	444	1%	100%
GA	6,719	5,665	54%	84%	2,407	1,511	19%	63%	--	--	--	--
IL	17,693	14,432	42%	82%	16,256	13,524	39%	83%	--	--	--	--
LA	3,207	2,744	46%	86%	1,021	1,021	15%	100%	--	--	--	--
OH	35,392	25,423	53%	72%	14,663	7,894	22%	54%	--	--	--	--
TN	3,769	2,494	36%	66%	4,156	3,984	40%	96%	--	--	--	--
Entire Cell 3	283,252	218,526	43.4%	77%	182,155	125,233	27.9%	69%	1,332	1,332	.2%	100%
MS	696	688	68%	99%	58	58	6%	100%	--	--	--	--
NE	1,880	1,814	38%	96%	1,638	1,138	33%	69%	--	--	--	--
OK	2,406	2,345	46%	97%	1,095	1,089	21%	99%	--	--	--	--
WY	268	268	34%	100%	167	167	21%	100%	--	--	--	--
Entire Cell 4	17,062	16,623	44.0%	97%	9,614	7,969	24.8%	83%	--	--	--	--
Entire Nation	428,943	340,308	42.1%	79%	282,929	204,246	27.8%	72%	3,492	2,716	.4%	78%

* May contain programs for the elderly

** Contains primarily programs for the elderly, 17% of programs are community-based nonwork (non elderly)

smaller percentage of individuals with a reported developmental disability than facility-based work programs is due partly to the existence of individuals with mental illness in nonwork programs. As discussed, it is more difficult to establish age of onset for persons with mental illness, and hence, more difficult to determine whether these individuals meet the criteria specified in the federal definition of developmental disabilities.

A very small percentage of the projected number of individuals served nationally were in special programs for elderly individuals or integrated non-work programs during 1991. About 593 individuals were projected in integrated non-work programs and approximately 2900 in special programs for elderly persons. However, the percentage projected across Cells 1 and 2 is almost twice as large as in the other two cells containing lower integrated employment ratios. Hence, not only are facilities in these states more committed to individualized placements in integrated settings, but also they are further ahead in developing innovative programs for elderly individuals as well as integrated, community-based nonwork programs for persons with disabilities.

Cell comparisons for facility-based programs revealed similar trends to those reported for integrated employment, although the relationship was reversed. For the states in cells with higher integrated employment rates (Cells 1 and 2), facility-based employment percentages were lower (an average of 33%) compared with Cells 3 and 4 (averaging 42%). Nonwork outcomes for both groups, however, were remarkably similar at an average of 25%.

Projected Number of Nonduplicated Individuals Served

Previous national surveys have documented that some individuals with disabilities work concurrently in integrated and facility-based settings (McGaughey, et al., 1993; McGaughey, et al., 1991). However, most state agencies are not able to identify the extent to which this practice occurs. Local service providers have a greater ability to report this information. We asked service providers to identify the extent to

which individuals with disabilities were working concurrently in either competitive employment, individual or group supported employment and facility-based programs during the same week. These numbers were compared with the total number in each of the integrated settings to obtain a duplication statistic (i.e., the percentage in each integrated setting who also were counted in a facility-based setting). Furthermore, some duplication also was identified during telephone follow-up in the numbers originally reported across integrated and segregated settings, and across integrated settings (e.g., some persons also were working concurrently in individual and group supported employment). These statistics were combined to obtain the duplication rates reported in Table 9. In addition, these duplication rates were applied to the projected totals reported in Tables 7 and 8, and those totals were adjusted to obtain the non-duplicated totals presented at the bottom of Table 9. Persons in group supported employment were most likely to receive services in both integrated employment and facility-based work or nonwork settings. Duplication rates for the other settings were more similar. The overall rate of duplication was 1.8%.

Respondents also were asked to state why individuals with disabilities may be working in more than one setting during the same week. These reasons are listed after Table 9 in order of frequency. The absence of full-time work was mentioned most frequently; however, that still does not explain why other options were not explored to fill the gap. The second most frequently mentioned response included a need for services at the facility, such as skill development or social /emotional supports. Skill development has been provided in integrated settings through job coach services for approximately 10 years, but some providers still appear to view it as occurring more efficiently or effectively in facility-based settings. This misconception needs to be examined. Provision of social/emotional supports at the facility, although a different type of service, also may be secured in integrated settings, preferably through ties with coworkers and other natural supports.

Table 9
Percent Duplication Between Services
Duplicated and Non-duplicated Totals

SERVICE	Competitive Employment	Individual Supported Employment	Group Supported Employment	Combined Facility-based Programs
Competitive Employment	0%	0%	0%	1.1%
Individual Supported Employment	0%	0%	.82%	1.6%
Group Supported Employment	0%	.78%	0%	3.8%
Combined Facility-based Programs	1.1%	1.6%	3.8%	2.9%

Service	Projected National Duplicated Total	Projected National Non-duplicated Total	% Duplication
Comp. Employ.	103,629	101,963	1.6%
Individual SE	102,540	100,414	2.1%
Group SE	97,865	93,855	4.1%
Facility-based Work & Nonwork	711,871	705,043	1.0%
Total Served	1,041,423	1,022,942	1.8%

Reasons that Some Participants Work Concurrently in Integrated and Segregated Employment:

- The person with a disability is not employed full time, either due to the nature of the work schedule or inability to work full time: N=213)
- The individual needs services at the facility (N=120), such as:
 - Vocational supports, skill development (N=52)
 - Social/emotional with workers or staff in the facility (N=37)
 - Structured programming (N=17)
 - Transition services from facility-based to integrated work (N=14)
- Variations in scheduling, need additional programming (N=35)
- Client choice or family requests (N=32)
- Regulatory boards (N=11)
- Transportation needs (N=8)
- Compliance with residential services (N=6)

National Projections of Day and Employment Service Providers

The estimated number of agencies providing integrated and segregated services are displayed by state, cell, and the nation in Table 10. Although not shown on the table, a total of 5861 service providers are projected to provide some type of day or employment services. Of these, approximately 5000 providers are projected nationally to provide supported employment services (4988,) and facility-based services (5107). For supported employment, the largest number of providers are estimated to offer individual supported employment (4630, 93%), with slightly less than half operating enclaves or mobile crews (49% and 48%) and only 4% offering other forms of group supported employment. The projected unduplicated number of providers offering group supported employment services is 3634 . Comparisons with other national estimates of supported employment providers are examined in the Discussion.

Table 10

Projected Number of Service Providers by type of Setting in 1991

State	Individual Supported Employ.	Group SE Enclaves	Group SE Mobile Crews	Group SE Other	All Supported Employ.	Facility-based work	Facility-based nonwork	All Facility-based Programs
MD	82	48	34	0	82	58	54	71
MN	188	148	94	13	197	188	161	192
NY	299	147	101	13	303	248	240	303
WA	123	71	71	4	141	93	26	104
Entire Cell 1	1,209	723	524	52	1,265	1,027	842	1,174
CO	72	31	38	0	72	48	41	55
CT	80	45	52	11	84	49	42	70
ID	19	6	11	0	19	15	8	17
ME	37	25	16	2	39	30	36	41
ND	14	4	9	1	17	15	13	15
VT	35	5	7	0	35	12	19	21
Entire Cell 2	513	231	264	27	529	336	315	435
CA	294	177	149	18	335	263	227	367
GA	135	64	95	0	149	145	108	145
IL	133	72	49	0	144	163	160	186
LA	65	25	58	7	72	76	47	83
OH	148	97	97	9	152	139	144	162
TN	75	28	19	0	75	56	56	79
Entire Cell 3	2,552	1,391	1,402	104	2,785	2,527	2,223	3,070
MS	13	1	3	0	13	17	9	17
NE	30	17	17	0	30	22	24	28
OK	55	17	39	0	72	77	44	77
WY	11	2	7	0	11	7	9	9
Entire Cell 4	356	122	212	0	410	400	279	428
Entire Nation	4,630	2,466	2,403	183	4,988	4,291	3,659	5,107

Primary Disabilities of Individuals Labeled with a Developmental Disability

Figure 3 presents the distribution by categorical disability for individuals considered to have a developmental disability (75% of the overall total served). The vast majority include individuals with a label of mental retardation (83%), followed by 8% with emotional or psychiatric disabilities, 5% with physical disabilities, 4% with other disabilities (including traumatic brain injury, autism, sensory impairments, and other neurological conditions), and approximately 1% whose categorical disability could not be identified by respondents.

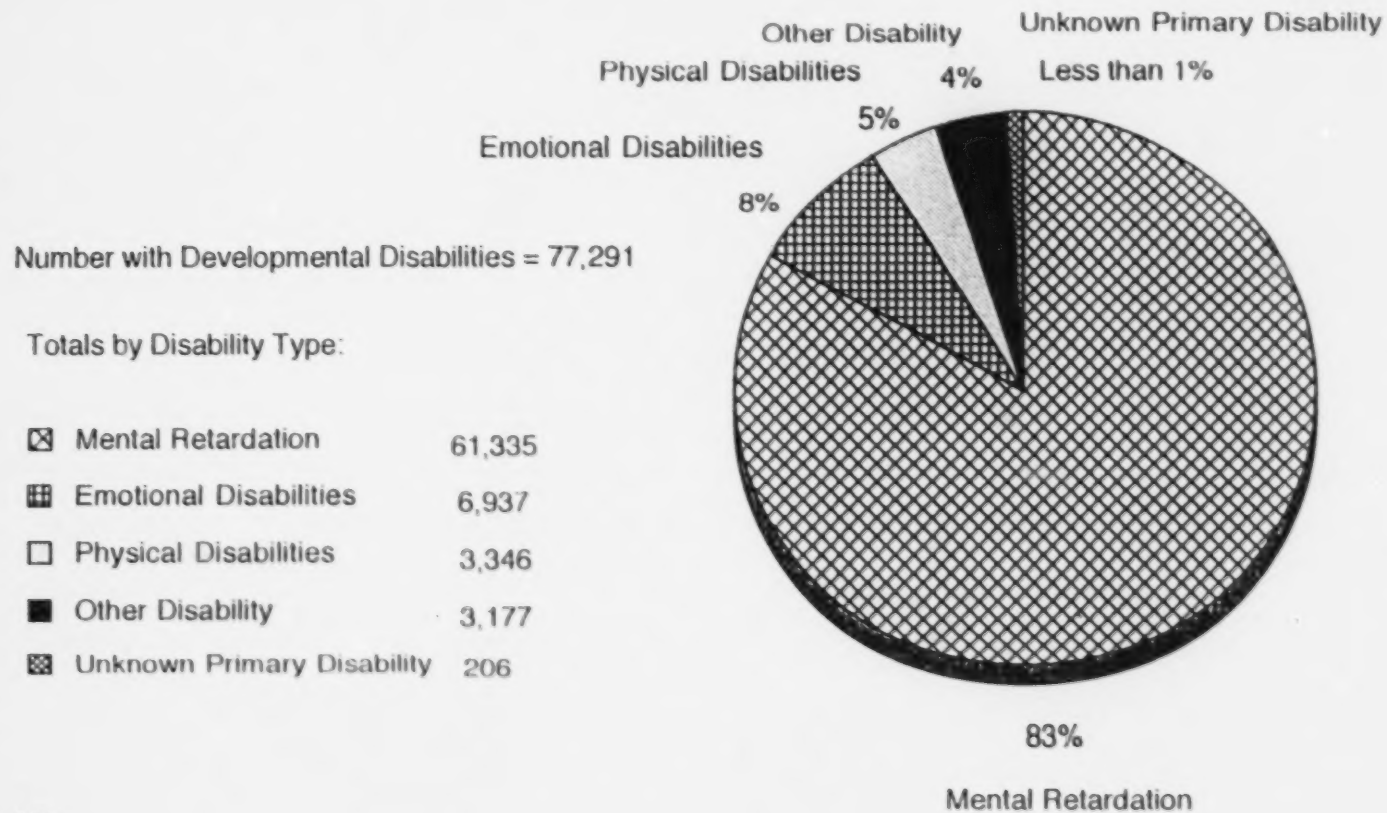
Movement Into and Out of Day and Employment Settings

Respondents were asked to provide the number of individuals with developmental disabilities who entered and left the respective day and employment programs during 1991. Figure 4 presents the percentage of individuals with developmental disabilities who entered and left each environment. Clearly, of the total individuals with developmental disabilities served, the largest percentages were entering as well as leaving individual supported employment and competitive employment. There was less movement within group supported employment settings, particularly considering that the number of individuals served was fairly equal. Smaller proportions of persons actually entered and left facility based work and nonwork settings during 1991.

It is also important to examine movement statistics according to the absolute number of persons served (presented in Figure 5). The largest number of persons entered facility-based work (4,847), hardly a positive indicator when compared with the number who entered any of the integrated employment settings (group SE: 1,590, competitive employment: 2,150, individual SE: 3,045). Moreover, when the number of persons entering facility-based work and nonwork are combined, it is clear that more individuals with developmental disabilities entered segregated settings (7,229) than integrated employment during 1991 (6785)

Figure 3

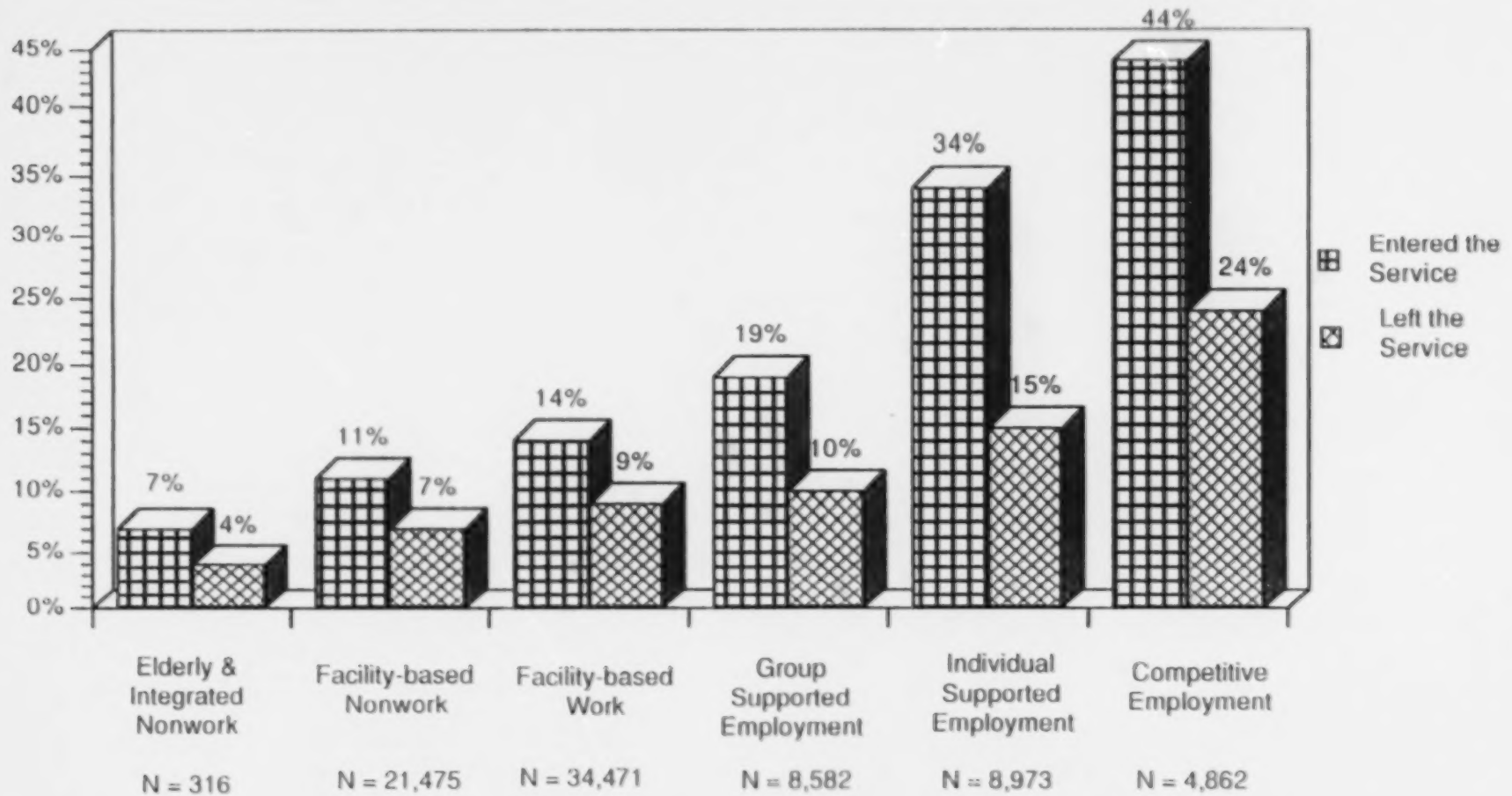
Primary Disability Categories for Persons with Developmental Disabilities



Number of Respondents = 640

Figure 4

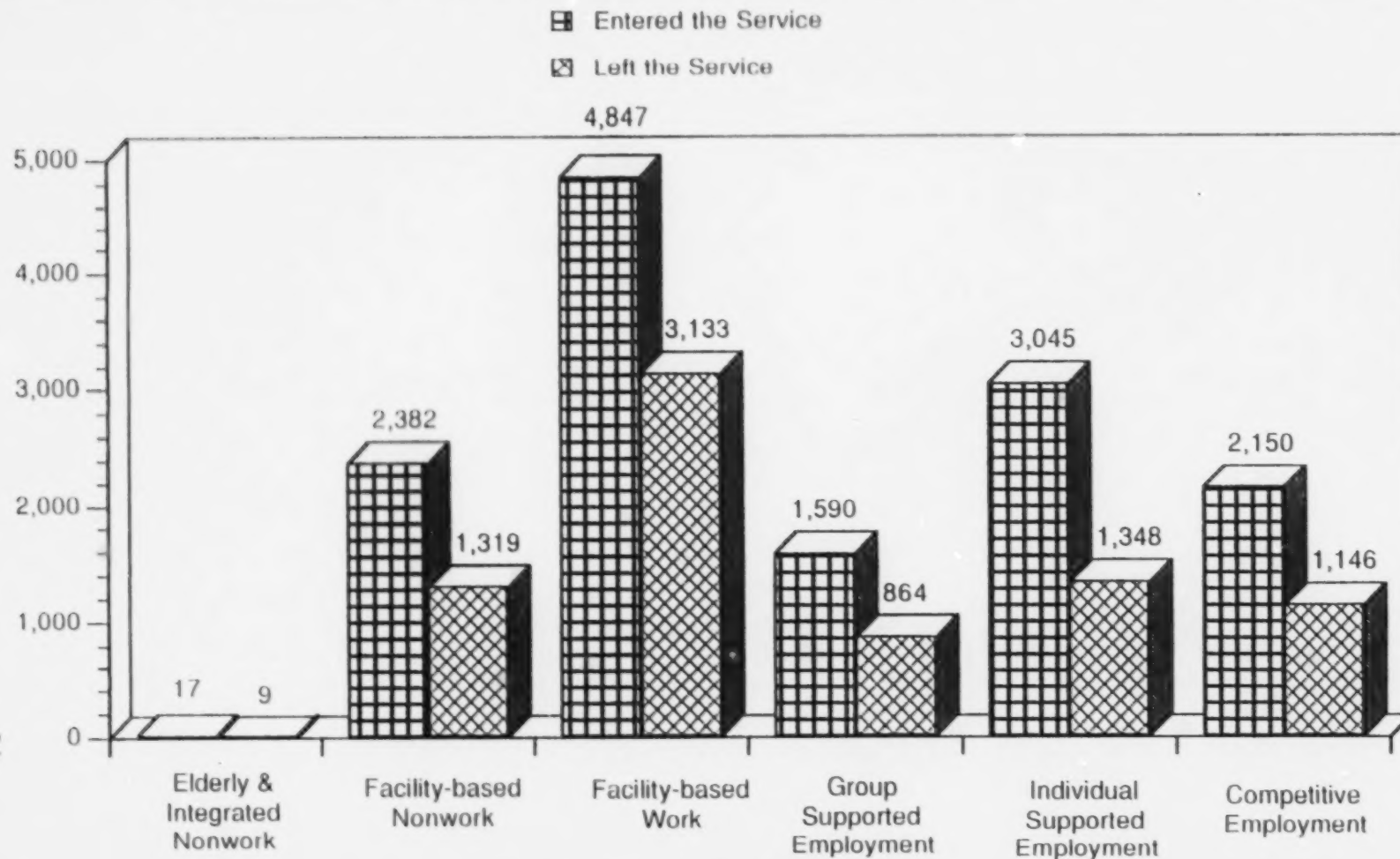
Percent with Developmental Disabilities Who Entered or Left a Day or Employment Service During 1991 by type of Setting



N = Number in each Service with Developmental Disabilities

Number of Responding Agencies = 510

Figure 5
Number with Developmental Disabilities Who Entered or Left a Day
or Employment Service During 1991



Number of Responding Agencies = 510

When the ratio of persons entering to those leaving (entrance versus exit) is examined, another pattern emerges. These ratios are distributed as follows: facility-based work: 1.55; facility-based nonwork: .1.8; group supported employment: 1.8; competitive employment: 1.9; and individual supported employment: 2.26. For facility-based settings, the lower entrance to exit ratio may be interpreted favorably, even though more persons actually entered facility-based settings during 1991. The entrance to exit ratios were relatively similar for group supported employment and competitive employment (1.8 and 1.9 respectively), whereas the rate of entry was substantially higher for individual supported employment (2.26). The lower entry rate for competitive employment (and thus higher exit rate) may indicate a need for additional supports to help persons leaving to maintain their jobs.

Reasons for Leaving Integrated Employment During 1991 and Current Environment

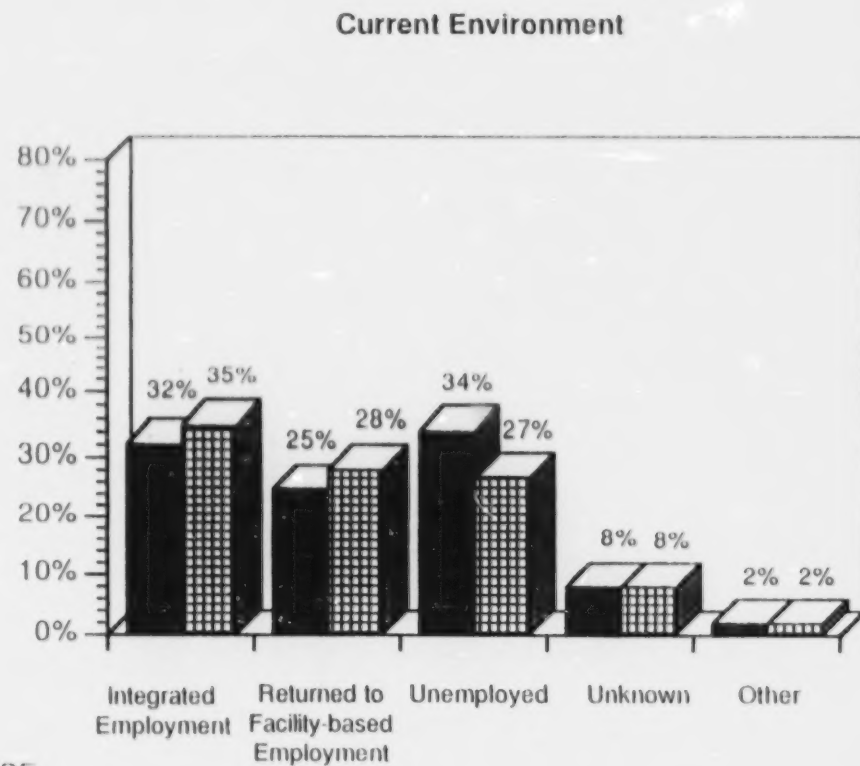
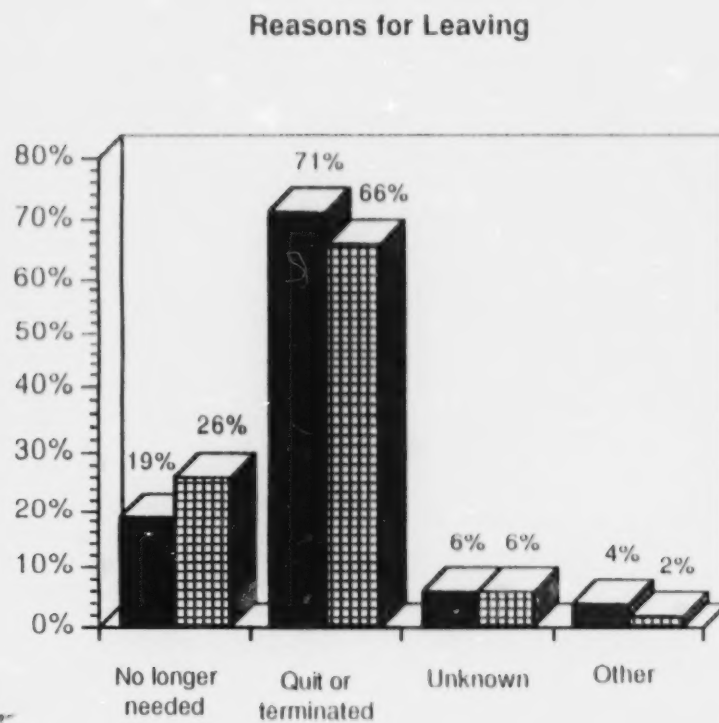
Figure 6 presents the distribution by reasons for leaving supported employment. Clearly, the vast majority either quit or were terminated. However, more than a quarter of those in individual supported employment (26%) and about a fifth of those in group supported employment (19%) no longer needed structured job-related supports.

About one third of those who left either group (32%) or individual supported employment (35%) returned to some type of integrated employment, and slightly more than a quarter returned to facility-based employment (25% for group SE, 28% for individual SE). One third of those who left group supported employment (34%) were unemployed at the time of the survey compared with 27% of those who left individual supported employment.

Funding

Figure 7 displays funding sources used for group supported employment, individual supported employment, and facility-based programs. Supported employment programs were most likely to be supported by state Vocational Rehabilitation (74% of the respondents used it for individual SE, 49% for group SE) or Department of Mental

Figure 6
Reasons for Leaving Individual or Group Supported Employment During 1991
and Current Environment



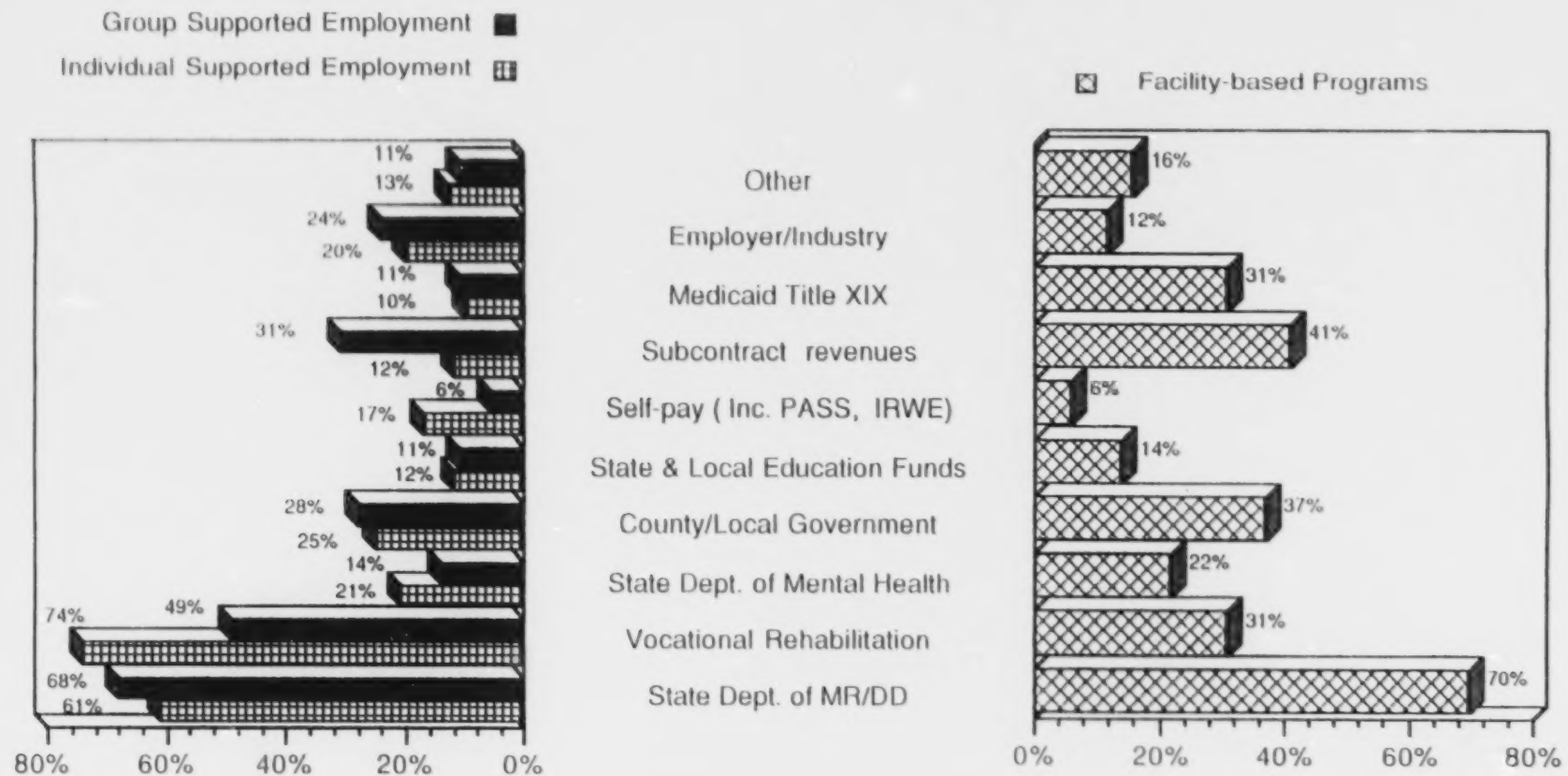
■ Group SE
 ▨ Individual SE

Number of Responding Agencies = 510

Total Number Who Left Individual or Group SE = 2,212

Figure 7

Funding Sources Used for Day and Employment Services



Number of Respondents = 643

Retardation/Developmental Disabilities funds (61% individual SE, 68% group SE). State MR/DD funds also were the most frequently utilized source for facility-based programs (70% versus 31% using VR funds). Subcontract revenues were an important source of funding for facility-based programs (41%) and group supported employment (31%). County/local government funds also utilized by more than a quarter of the providers to pay for both integrated (individual SE: 25%, group SE: 28%) and facility-based programs (37%).

Reimbursement Methods Used for Individual Supported Employment Services

The most frequently utilized reimbursement mechanism, by far, was the hourly rate (65 % of all responses). (Refer to Figure 8). No more than 10% of the respondents used any of the other alternatives: constant daily rates (8%), varying daily rates (5%), constant annual rates (10%), varying annual rates (2%) and other alternatives (10%).

We asked respondents to identify whether their agency or the contracting business, or both, provided paychecks for employees in group supported employment, presented in Figure 9. This is an important question because when employees are paid by the contracting business in group supported employment, they are perceived to have a more valued role within the company, and hence, enhanced opportunities for social inclusion. (See the Discussion section for related comments). Eighty-four percent of the providers cut paychecks for some group supported employment sites, versus only 34% who utilized the company payroll for some sites. Of the total group supported employment sites, 79% were on the agency payroll versus 21% on the company payroll.

Agency Practices for Providing Supports after Funding was Terminated

We asked respondents to identify procedures that they implemented when an person's supported employment funding had terminated and he or she still needed on-the-job supports or job development/placement assistance. (See Figure 10.) Three-fourths of the providers said their agency sometimes covers the cost for on-the-job supports (78%) and job development/placement assistance (76%)! Almost half (49% for

Figure 8
Reimbursement Methods Used for Individual Supported Employment Services

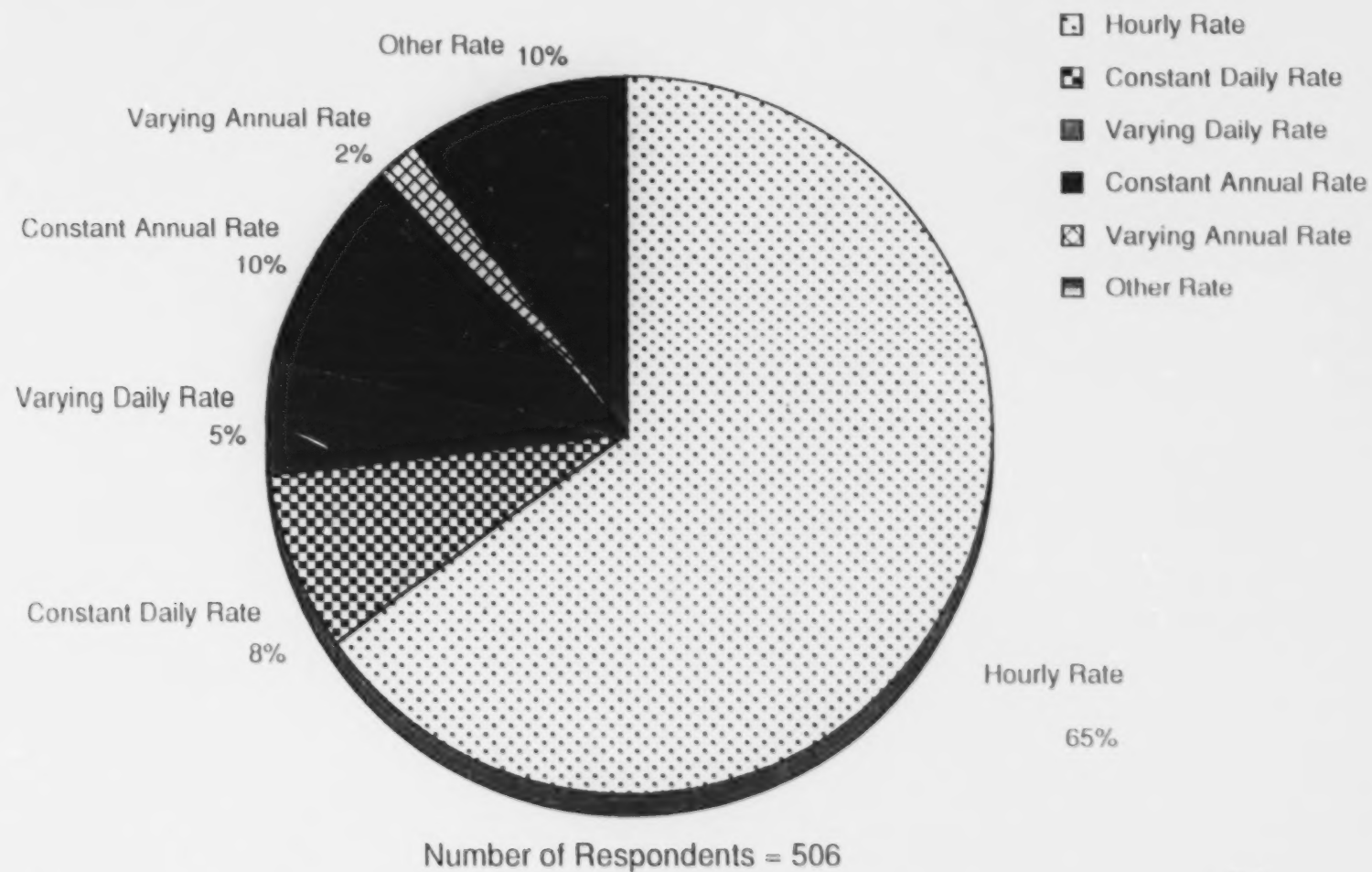
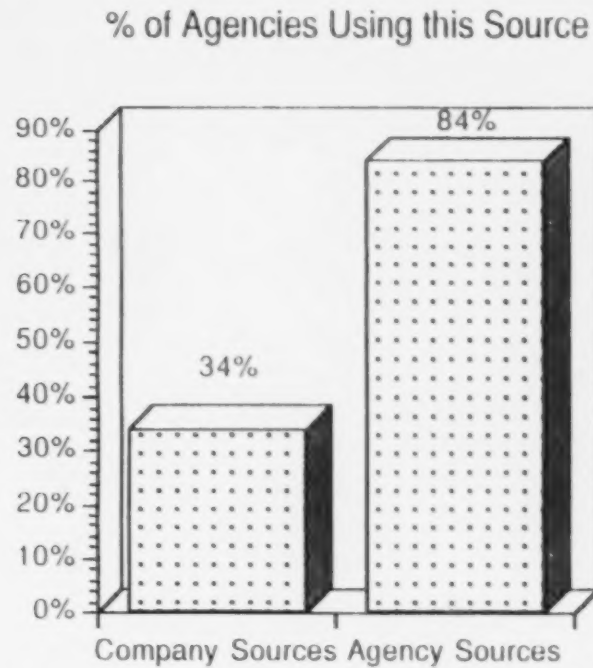


Figure 9

Payroll Source for Individuals in Group Supported Employment



Number of Respondents = 391

% of Groups Paid by this Source

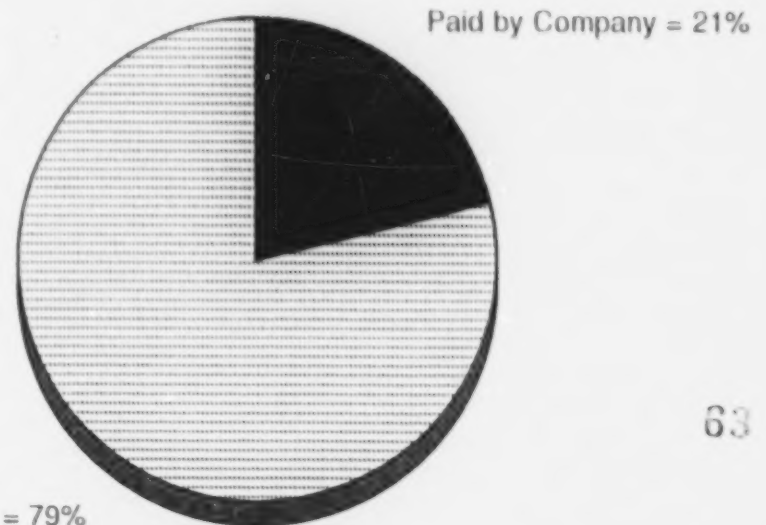
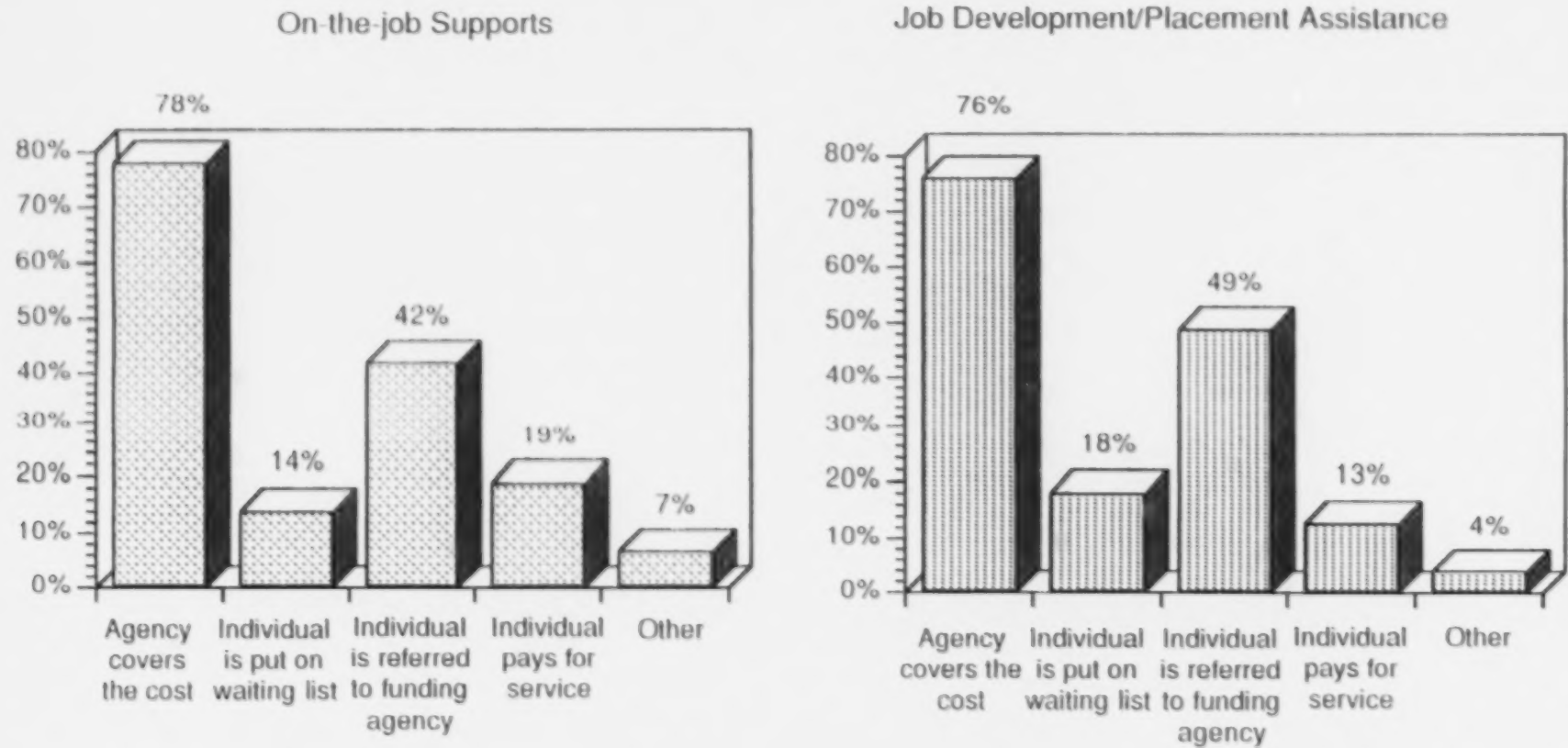


Figure 10

Agency Practices for Providing On-the-Job Supports or Job Development/Placement Assistance
after Funding had Terminated



Number of Respondents = 401

job development and 42% for on-the-job supports) sometimes refer the individual to a funding agency, such as VR or the state MR/DD or Mental Health agency). Nineteen percent of the respondents reported that the individual with a disability sometimes pays for job-related supports and 13% indicated the consumer has paid for job development/placement assistance. Eighteen percent have placed individuals on waiting lists for job development/placement assistance, whereas 14% have utilized this option for job-related supports.

Methods Used to Involve Coworkers

Respondents were asked to identify methods or procedures used to involve coworkers in supporting employees with disabilities. (See Table 11). More than three-fourths (79%) have provided general information and orientation regarding disability issues to coworkers. Almost two-thirds (62%) have provided consumer-specific instructional support strategies. Only 13% of the providers have paid coworkers to provide support services, whereas 2% reported that participants with disabilities have paid for these services directly. Fourteen percent of the providers reported using other methods to involve coworkers, including: employer contacts like personnel departments (15 respondents), enhancing relationships with coworkers to develop natural supports (19), tapping coworker support for transportation (5), and other miscellaneous methods (5).

Career Planning

Respondents were asked a series of questions related to career planning procedures, presented in Table 12. We were interested in documenting the frequency and extensiveness of this process as well as the composition of attendees and the parties involved in choosing career planning participants. Sixty-five percent of the respondents indicated that they conducted formal career planning sessions with individuals with disabilities. Of these, 56% said sessions were attended by family member, 23% reported friends in attendance, and 51% indicated that others attended.

Table 11

**Methods Used to Involve Coworkers in Supporting
Employees with Disabilities**

Number of Responding Agencies = 587

Method	% Answered
General information/Orientation to disability issues	79%
Consumer-specific instructional support strategies	62%
Paying coworkers for support services Paid directly by the agency	13%
Paying coworkers for support services Paid directly by the consumer	2%
Other Methods	14%
Other methods for involving coworkers include: Employer contact: 15; Natural supports: 10; Social interaction: 9; Transportation: 5; Miscellaneous: 5	

Table 12
Career Planning Procedures Used
(for those with formal career planning sessions)*

Planning Procedure	% Answered
Sessions attended with :	
Consumer's family	56%
Consumer's friends	23%
Others	51%
Who chooses meeting participants:	80%
The consumer	
The agency staff	77%
The consumer's family	41%
Others	26%
Where the meetings occur:	14%
Consumer's home	
Agency	86%
Other location	18%
How often the meetings conducted:	39%
Annually	
Every two years	0%
At the consumer's discretion	40%
On an other schedule	31%
Total amount of time spent career planning :	52%
1 to 2 hours	
2 to 4 hours	28%
4 to 6 hours	7%
More than 6 hours	15%

*65% of responding agencies (n = 421) have formal career planning sessions

Eighty percent reported that the individual with a disability is involved in choosing participants; 77% reported that agency staff are involved in this process; 41% indicated the consumer's family is involved, and 26% have involved other individuals. Eighty-six percent stated that meetings have occurred in the agency, 14% mentioned the consumer's home, and 18% mentioned another location. Thirty-nine percent of the respondents said the meetings occur annually, 40% said they occur at the discretion of the individual with a disability, and about one-third (31%) reported another schedule. Other frequently mentioned time-frames were: quarterly (18 respondents) or upon leaving a skill-based training program or fading structured, job-related supports (21 respondents).

Respondents also were asked to reported the typical amount of time devoted to the career planning process. This is significant, because it reflects the extensiveness of the planning process and, therefore, the potential for influencing a participant's career path by accurately identifying their real interests and dreams. The majority of providers (52%) typically spend 1 to 2 hours on the career planning process; slightly more than one-fourth (28%) devote two to four hours; 7% typically allow 4 to 6 hours; and 15% spend more than 6 hours.

Consumer Satisfaction

Given the increased emphasis on consumer choice and empowerment, we were interested in determining the extent to which providers collect measures reflecting participants' satisfaction with services. When asked whether they utilize formal mechanisms to measure consumer satisfaction, 64% of the providers responded affirmatively. (Refer to Table 13). Of these, 50% assess consumer satisfaction annually, 22% semi-annually, and 15% according to another time frame. Eleven percent collect this information but not at regular intervals, and 2% assess consumer satisfaction every two years.

Table 13

Measurement of Consumer Satisfaction
(for those with a formal method for measuring consumer satisfaction)*

How often it is administered	% Answered
Semi-annually	22%
Annually	50%
Every two years	2%
No specific time frame	11%
On an other time frame	15%
Other time frames include: At end of program, exit, discharge: 20; Quarterly: 18; Monthly: 5; At varying regular intervals: 5; Weekly: 3; Misc. time frame: 3; Every two months: 2; While in program and at discharge: 1.	

*64% of responding agencies (N = 412) have a formal mechanism for measuring consumer satisfaction

Integrated Employment Trends over the Past Five Years

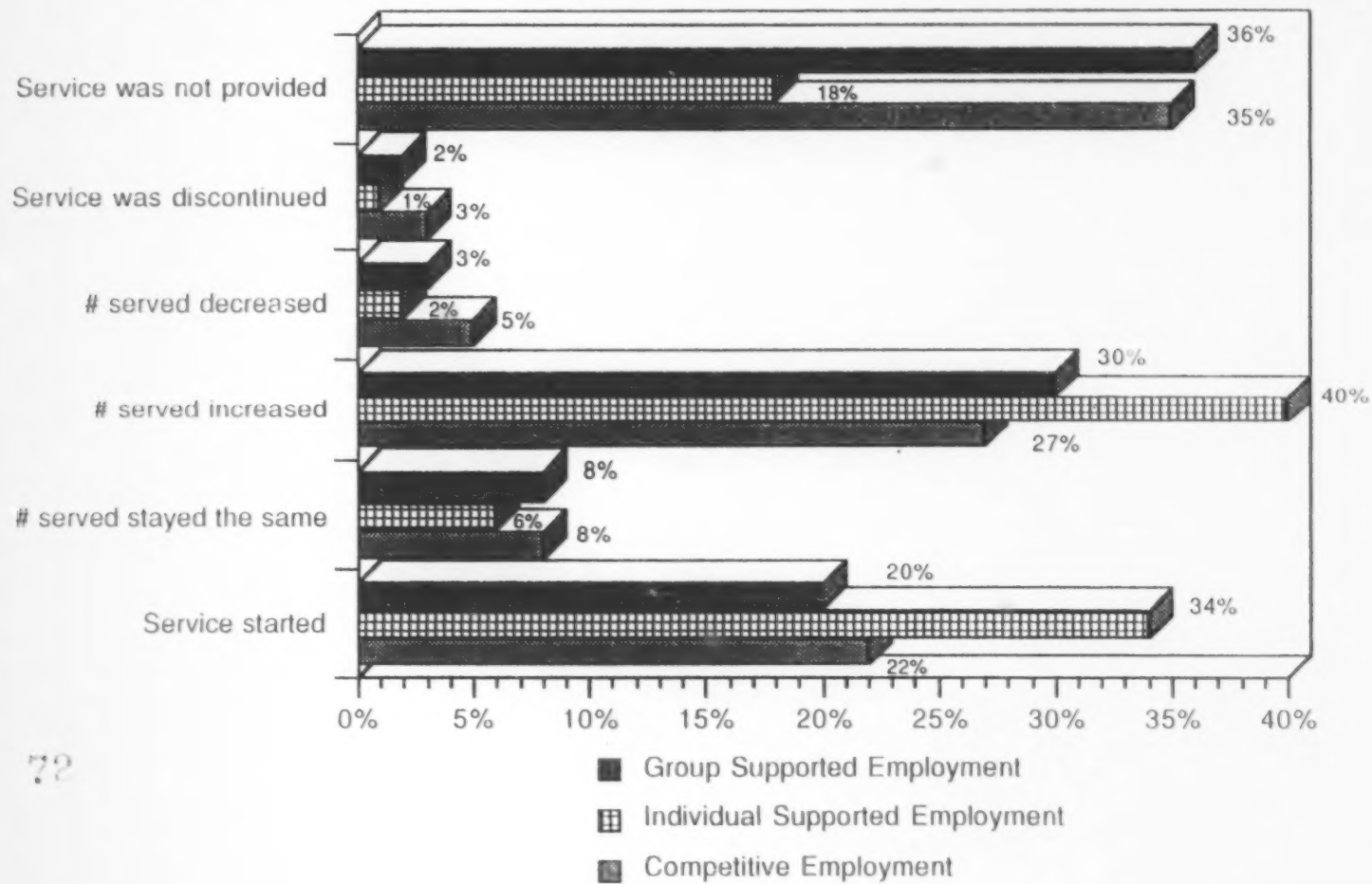
Figure 11 presents integrated employment utilization trends over the past five years. Approximately one-third of the respondents did not provide group supported employment (36%) or competitive employment services (35%) during the past five years, whereas only 18% did not provide individual supported employment. Less than six percent discontinued (ranges from 1% to 3%) or decreased the number served (ranges from 2% to 5%) in any of the three integrated employment models. Conversely, 40% indicated that the number served in individual supported employment had increased; 30% reported growth in group supported employment capacity, and 27% indicated increased utilization of competitive employment. Only 8% reported that their competitive or group supported employment programs had maintained the same capacity over the past five years, and only 6% indicated the same for individual supported employment. Slightly more than one-third of the respondents (34%) had started an individual supported employment program during the past five years, compared with 22% who started competitive employment services and 20% who initiated group supported employment services.

Facility-based Trends over the Past Five Years

Facility-based trends also were examined over past five years. (Refer to Figure 12). One-third of the respondents (34%) reportedly did not operate facility-based nonwork programs during the past five years, and one-fourth (25%) did not provide facility-based work. Twelve percent initiated facility-based nonwork programs during this time period, compared with 8% who opened facility-based work programs. Fifteen percent reported their facility-based work service capacity had remained level over the past five years, whereas 11% indicated a similar pattern for facility-based nonwork programs. About one-third (34% for facility-based work and 29% for nonwork) reported that they had increased the number of persons served in facility-based services. Sixteen percent reported that fewer persons received facility-based work services,

Figure 11

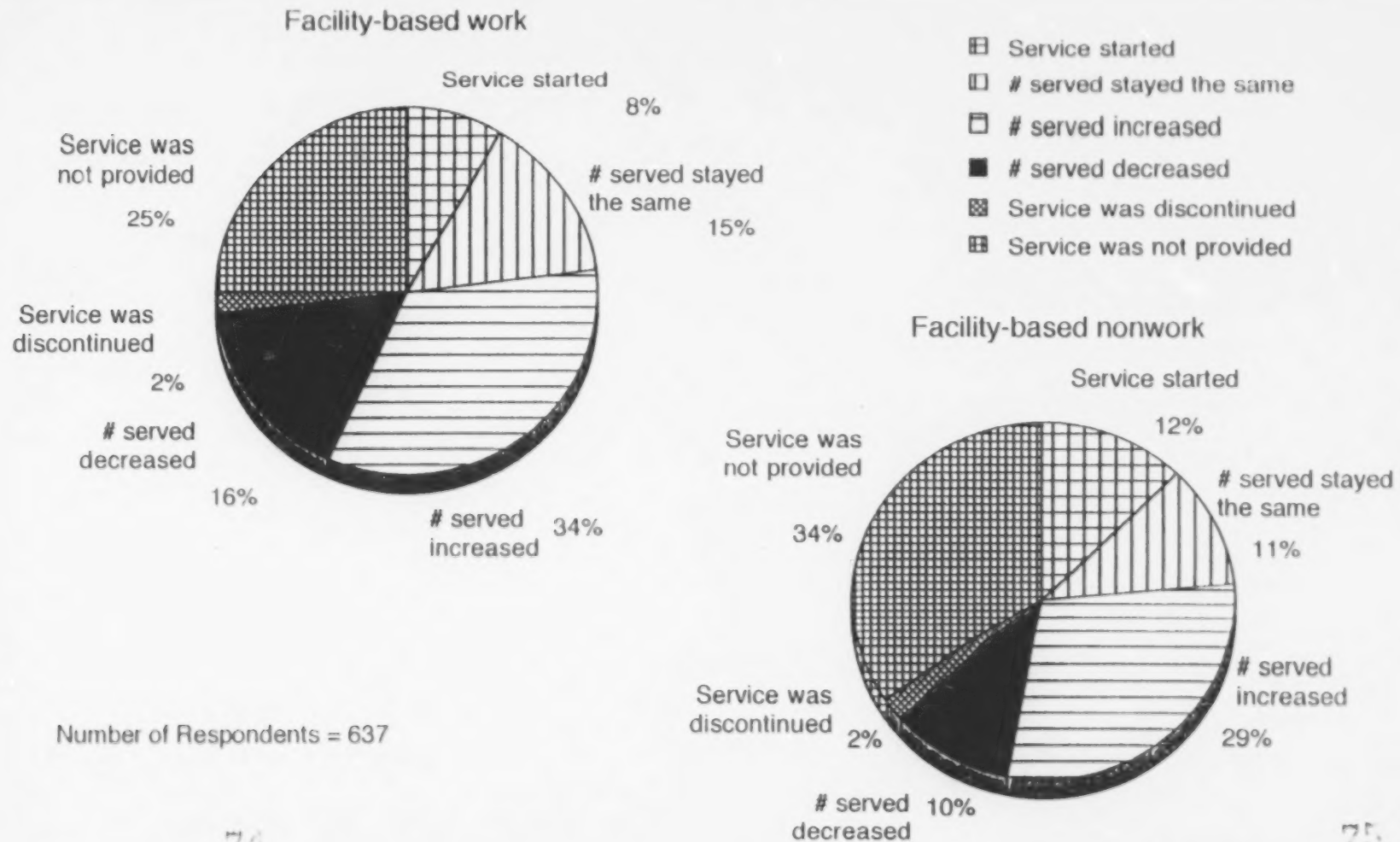
Integrated Employment Trends for the Past Five Years



Number of Respondents = 639

Figure 12

Segregated Employment Trends for the Past Five Years



compared with 10% for facility-based nonwork. Only 2% of the respondents had discontinued either facility-based work or nonwork programs during the past five years.

Trends Regarding Building Use

Ninety-two providers (14%) reported information regarding current utilization of buildings that had previously been used to provide facility-based services. (See Table 14.) There was overlap for respondents who had vacated more than one building (N=9). The majority (53%) vacated at least 1 rental building (representing 9% of all buildings rented in 1991.). Twelve percent of the respondents sold at least one building (two percent of all buildings owned during 1991). More than one-fourth (27%) continued to use a building for administration of integrated employment services, whereas 16% indicated other purposes, including: reallocating the space to another facility-based program (11 respondents), storage (2), administering residential services (1), renting the space (1) and those who not know how the building would be used (3).

Past Agency Trends for States with High Versus Low Supported Employment Rates

Trends described in Figures 11-13 also were examined using T-tests to compare providers across states with high (Cells 1 and 2) versus low supported employment rates during 1989 (Cells 3 and 4 of the sampling design) (VCU, RRTC, 1990). These are presented in Table 15. Significant differences between groups include: 1) providers in states with lower SE rates during 1989 were significantly more likely to start group SE, facility-based work and nonwork during the past five years and significantly less likely to start elderly programs; 2) providers in states with lower SE rates also were significantly more likely have started facility-based programs, to have increased the number in facility-based nonwork and significantly less likely to have decreased facility-based work services, 3) those with lower SE rates were significantly less likely to provide competitive and individual SE services, significantly less likely to increase individual supported employment services and significantly more likely to decrease individuals supported employment services.

Table 14

**Trends Regarding Building Use for Agencies that
Closed Facility-based Programs during the last 5 years
Number of Responding Agencies = 92**

Trend	% Answered
Agencies sold at least 1 building Average # sold & SD	12% (1,0)
Of all buildings owned % sold	2%
Agencies vacated at least 1 rental building. Average # vacated & SD	53% (1.27,.54)
Of all buildings rented % vacated	9%
Agencies used at least 1 building used for administration of integrated employment Average # used for administration & SD	27% (1.11,.46)
Of all buildings (rented or owned) % used for administration of integrated employment programs	1%
Used building for other purpose after closing the facility-based program	18%

Table 15

**Comparison of Agency Trends Over Last 5 Years by States with
High and Low Supported Employment Rates**

Agency Service Trend										
	Service started		# Served stayed the same		# served increased		# served decreased...¥		Service not provided	
Means for Groups Based on Supported Employment Rate (High v. Low)										
Service	High	Low	High	Low	High	Low	High	Low	High	Low
Competitive Employment	22.9%	22.3%	9.3%	6.8%	29.7%	24.8%	8.4%	6.4%	39.9%	39.7%**
Individual SE	33.2%	34.6%	6.0%	4.6%	45.4%	33.9%***	1.8%	4.3%*	13.6%	22.7%***
Group SE	16.4%	24.0%**	8.7%	6.0%	33.8%	28.5%	5.4%	5.6%	35.7%	35.9%
Facility-based Work	5.8%	11.5%***	12.2%	16.2%	31.7%	36.1%	20.1%	15.8%*	30.3%	20.5%***
Facility-based Nonwork	8.4%	12.8%*	12.3%	12.2%	27.3%	33.8%*	12.7%	9.7%	39.3%	31.5%**
Elderly Programs	17.1%	12.1%*	4.4%	2.6%	14.0%	9.8%	1.1%	1.7%	63.5%	73.8%***

¥ ...or service was discontinued

Degrees of freedom range from 357 to 605.

*p < .1 **p < .05 ***p < .01

The service patterns for providers in states with lower supported employment rates in 1989 reflected a definite emphasis on segregated over integrated services for the past five years (1987-1992), whereas providers located in states with higher SE rates displayed the opposite trend. These patterns substantiate our use of the 1989 SE rate in the sampling design as a proxy for commitment to integrated employment.

Special Programs for Elderly Persons: Past and Future Trends

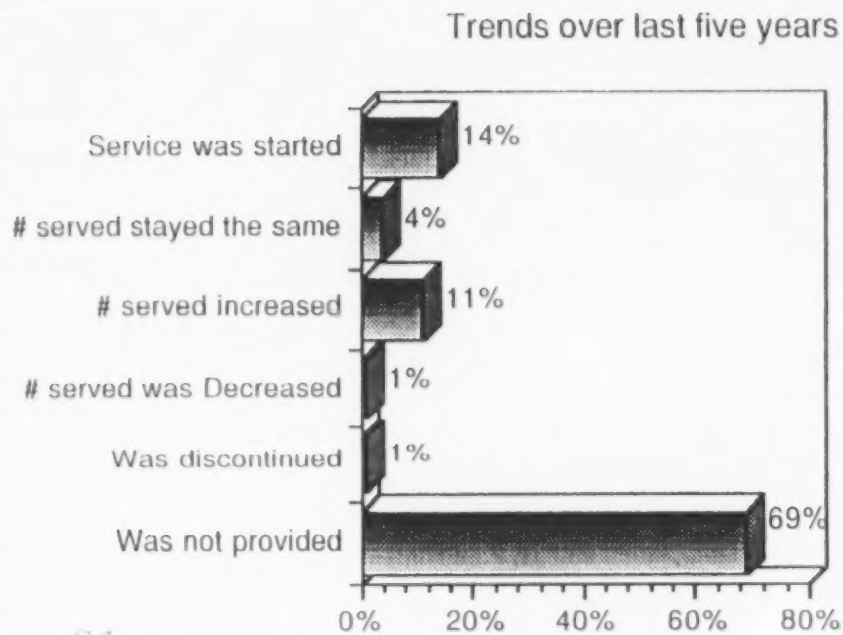
Figure 13 displays past as well as projected trends for specialized programs serving elderly persons with disabilities. The vast majority of respondents (69%) did not provide these services over the past five years. Fourteen percent started these services during the past five years, 11% increased the number served, 4% maintained the same service capacity, 1% decreased the number served, and 1% discontinued services. Slightly more than half of the respondents (53%) still do not plan to provide these services over the next five years. About one-fourth (23%) will serve more persons, and 16% plan to start a program for elderly persons with disabilities. Only 6% plan to maintain current service capacity, whereas 2% plan either to serve fewer persons (1%) or to discontinue these services (1%).

Projected Integrated Employment Trends

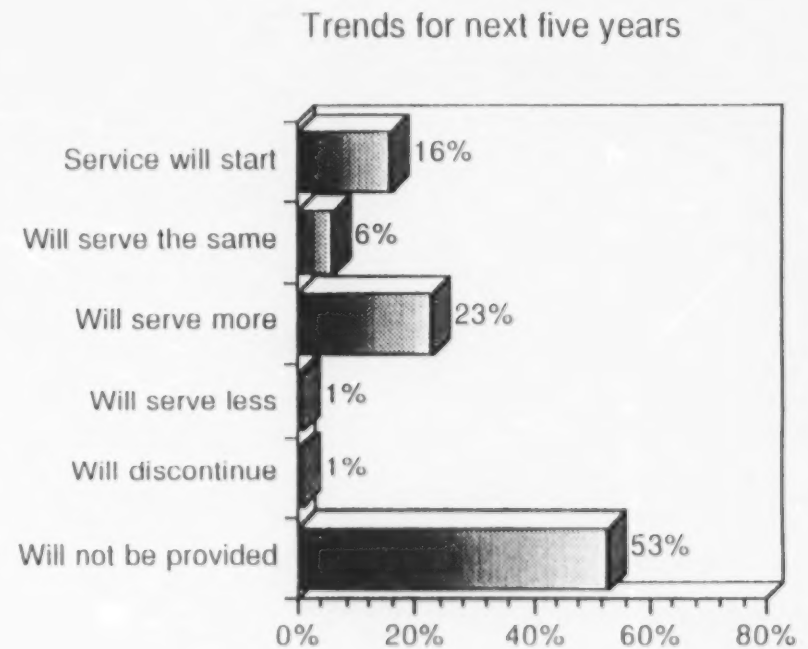
Respondents' projected integrated employment plans over the next five years are displayed in Figure 14. About 50% plan to increase the number of persons in group supported employment (47%) and competitive employment (51%) services, whereas 72% plan to expand their individual supported employment service capacity. About 10% (ranging from 7% to 11%) plan to initiate integrated employment or to maintain current integrated employment service capacity over the next five years. Less than 5% (ranging from 2% to 4%) plan to decrease the number of persons in integrated employment. Only 1% plan to discontinue each of the integrated employment services.

Figure 13

**Trends Regarding Special Programs Serving Elderly Persons:
For the Last 5 Years and Projected for the Next 5 Years**



81

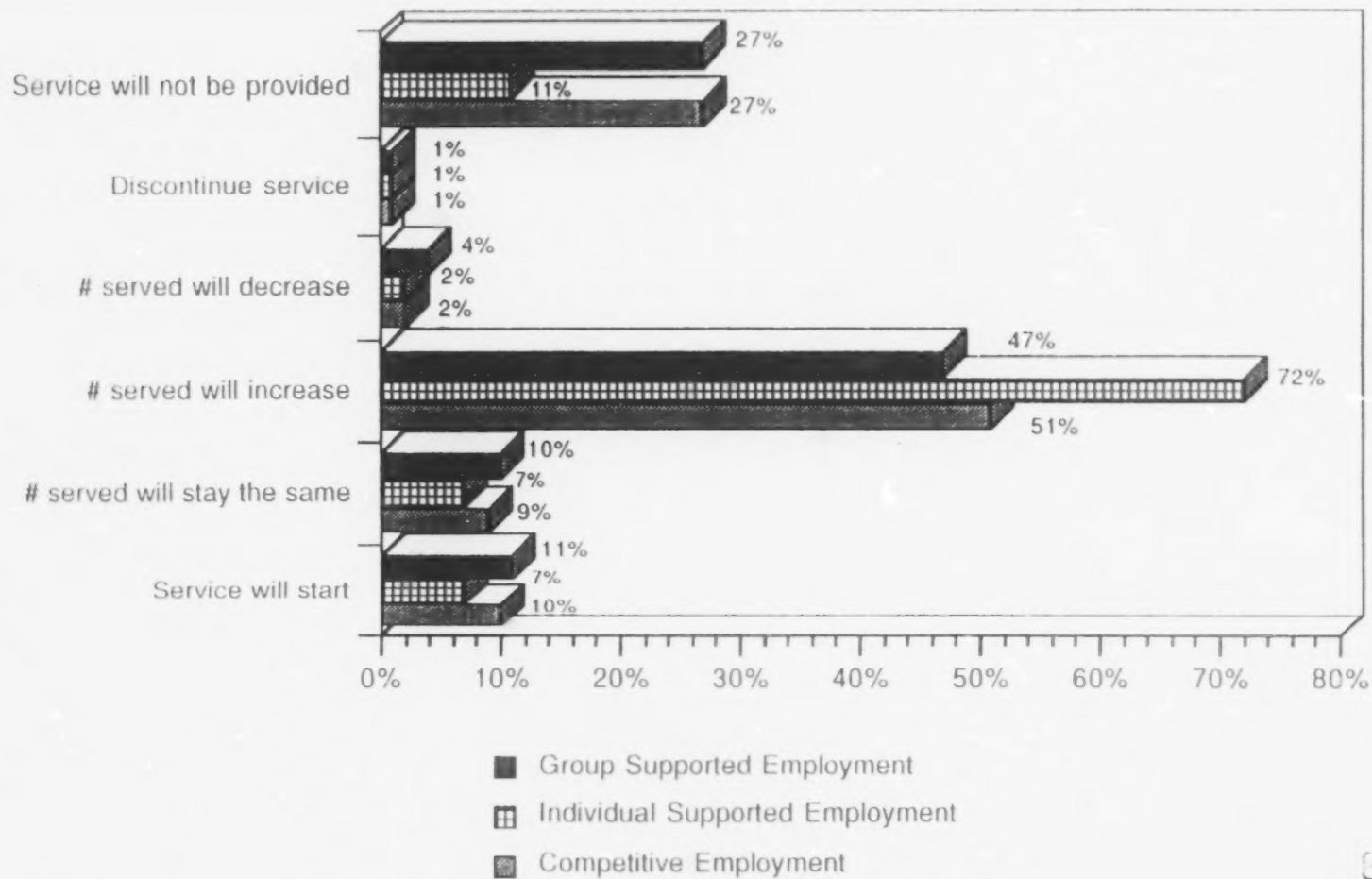


82

Number of Respondents = 633

Figure 14

Proposed Integrated Trends Over the Next Five Years



Number of Respondents = 635

Projected Facility-based Trends

Projected trends for facility-based programs are displayed in Figure 15. Compared with integrated employment, few providers plan to start facility-based programs (3% versus about 10%). Approximately 20% plan to maintain current facility-based service capacity, whereas 29% plan to expand these programs. Overall, slightly more than 50% of all service providers will either start segregated programs, maintain them at their current level, or increase the number served (51% for facility-based work, 52% for nonwork). However, the parallels across facility-based work and nonwork programs appear to end there. Almost one-fourth of the respondents (22%) plan to serve fewer persons in facility-based work compared with only 12% for facility based nonwork. Respondents still are more likely to plan to provide facility-based work compared with nonwork services (76% versus 66%). However, as with the previous five years, few providers plan to discontinue facility-based services over the next five years (only 3% for facility-based work, 2% for nonwork).

Individual and Group Supported Employment Ratios

Fifty-three percent of all individuals served in supported employment in 1991 were in individual, rather than group, placements. (See Figure 16.) Service providers were asked to project what this percentage would be within five years, and it increased, by 9%, to 62% of all persons in supported employment.

Projected Agency Trends for States with High and Low Supported Employment Rates

Table 16 presents projected agency trends for the next 5 years by states with high and low supported employment rates during 1989 (Cells 1 and 2 versus Cells 3 and 4 from the sampling design). Providers in states with lower SE rates in 1989 were significantly more likely to plan to start individual supported employment services but also were significantly less likely to plan to provide or increase individual supported or

Figure 15

Proposed Segregated Employment Trends Over the Next Five Years

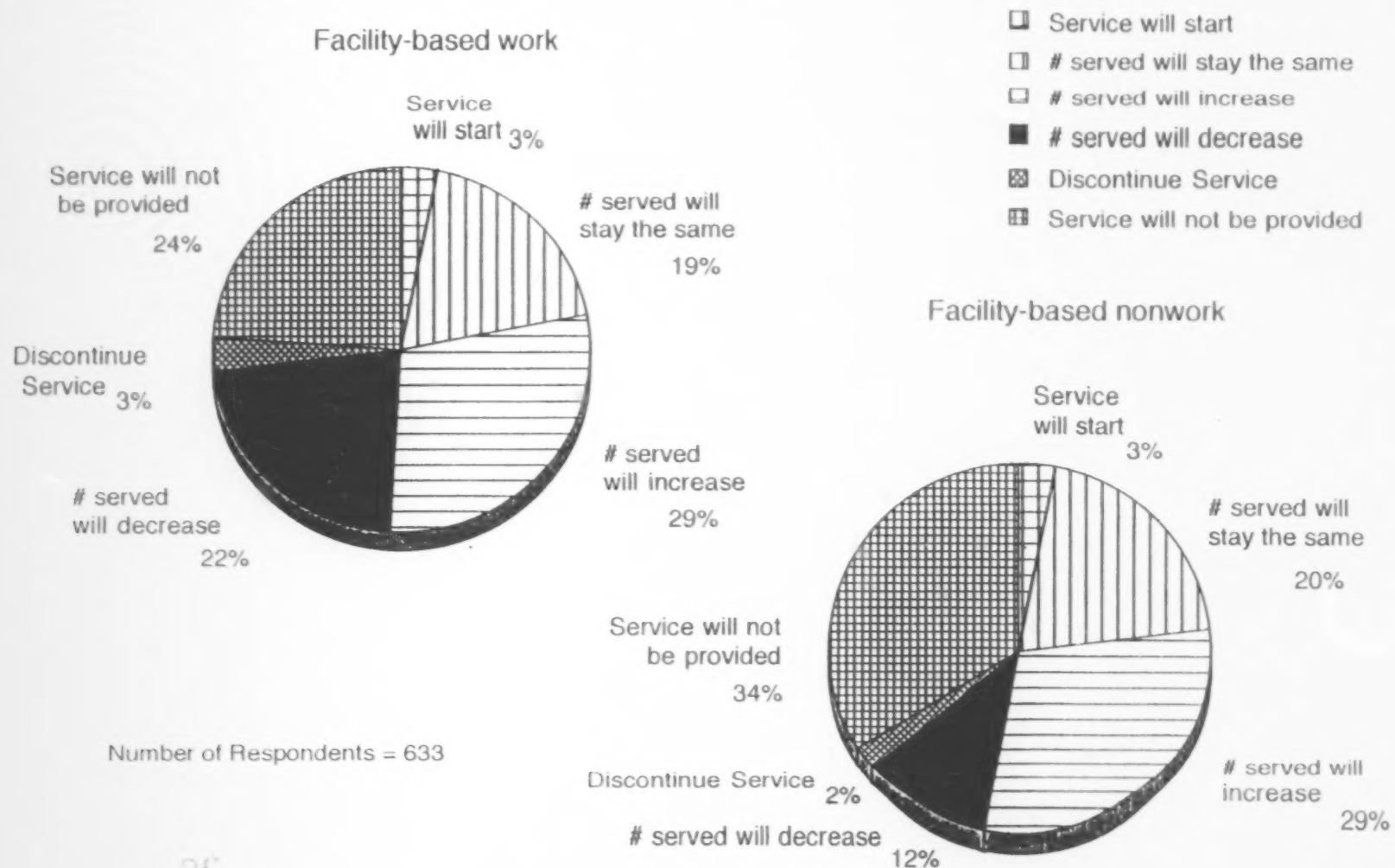
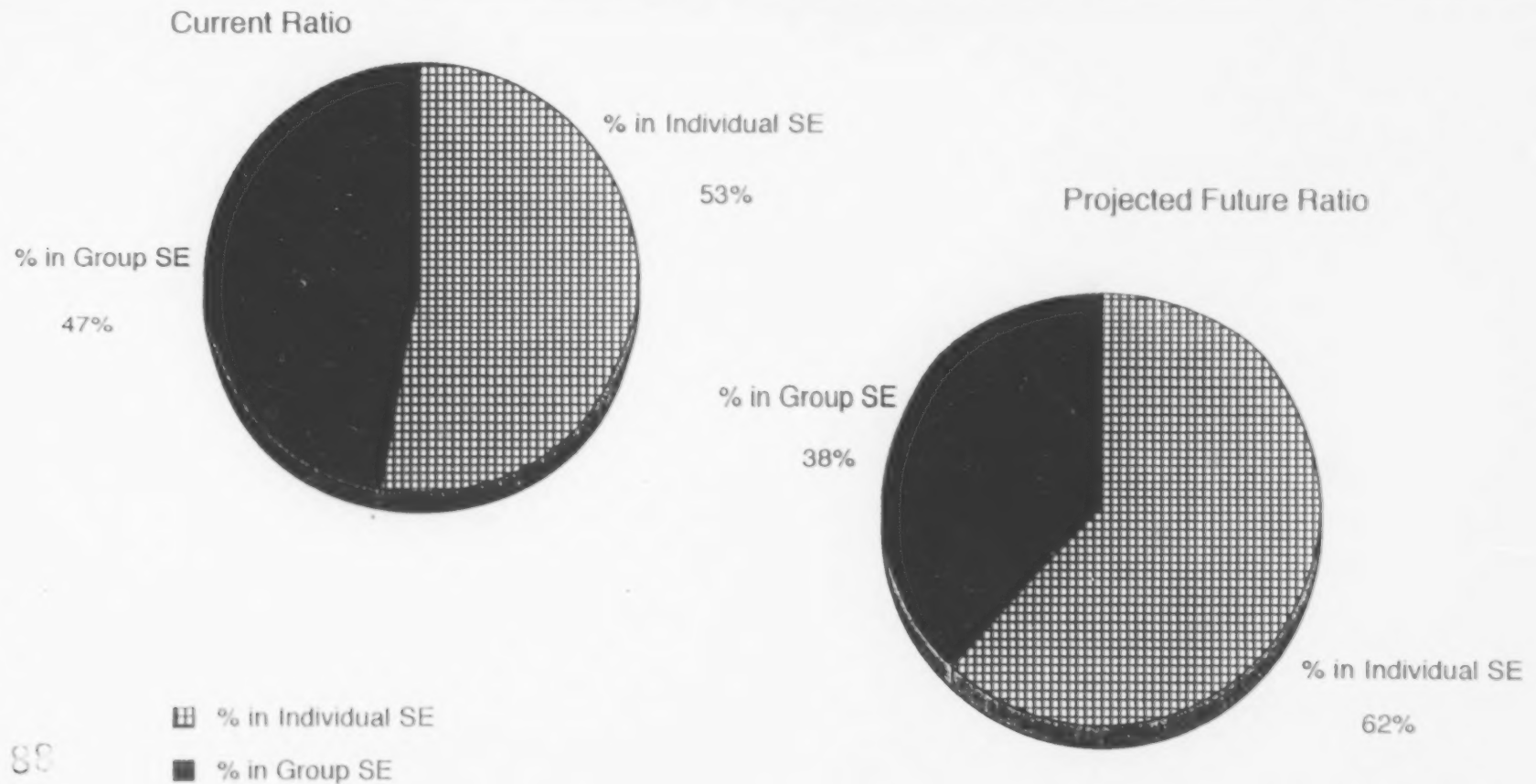


Figure 16
1991 Individual to Group Supported Employment Ratio
And Projected Ratio in Five Years



Number of Respondents = 532

Table 16
Comparison of Agency Trends for Next 5 Years by States with
High and Low Supported Employment Rates

Agency Service Trend										
	Service will start		Will serve the same #		# served will Increase		# served will Decrease...¥		Service will not be provided	
Means for Groups Based on Supported Employment Rate (High v. Low)										
Service	High	Low	High	Low	High	Low	High	Low	High	Low
Competitive Employment	8.6%	9.9%	9.6%	8.8%	55.7%	48.0%*	2.3%	1.9%	23.8%	31.5%**
Individual SE	4.5%	9.4%**	5.3%	7.0%	78.7%	66.5%***	1.7%	2.1%	9.8%	14.9%*
Group SE	10.6%	12.7%	9.9%	7.9%	49.0%	48.7%	3.8%	4.8%	26.8%	25.9%
Facility-based Work	1.8%	3.2%	16.2%	23.3%***	24.5%	33.1%**	27.4%	21.6%	30.2%	18.8%***
Facility-based Nonwork	2.9%	2.9%	17.2%	22.6%	26.2%	33.4%*	14.2%	11.6%	39.5%	29.6%**
Elderly Programs	19.4%	13.4%*	7.2%	5.2%	29.3%	19.6%**	8%	.7%	43.4%	61.1 %***

¥ or service will be discontinued

Degrees of freedom range from 381 to 578

* p < .1 ** p < .05 *** p < .01 **** p < .005

competitive employment services over the next five years. There were no significant differences across the two categories for group supported employment services.

Providers in states with lower supported employment rates in 1989 still appear biased toward facility-based services. For example, they were significantly more likely to plan to provide, expand or maintain current facility-based work and nonwork programs (except for maintaining current capacity in nonwork: no significant differences found between groups).

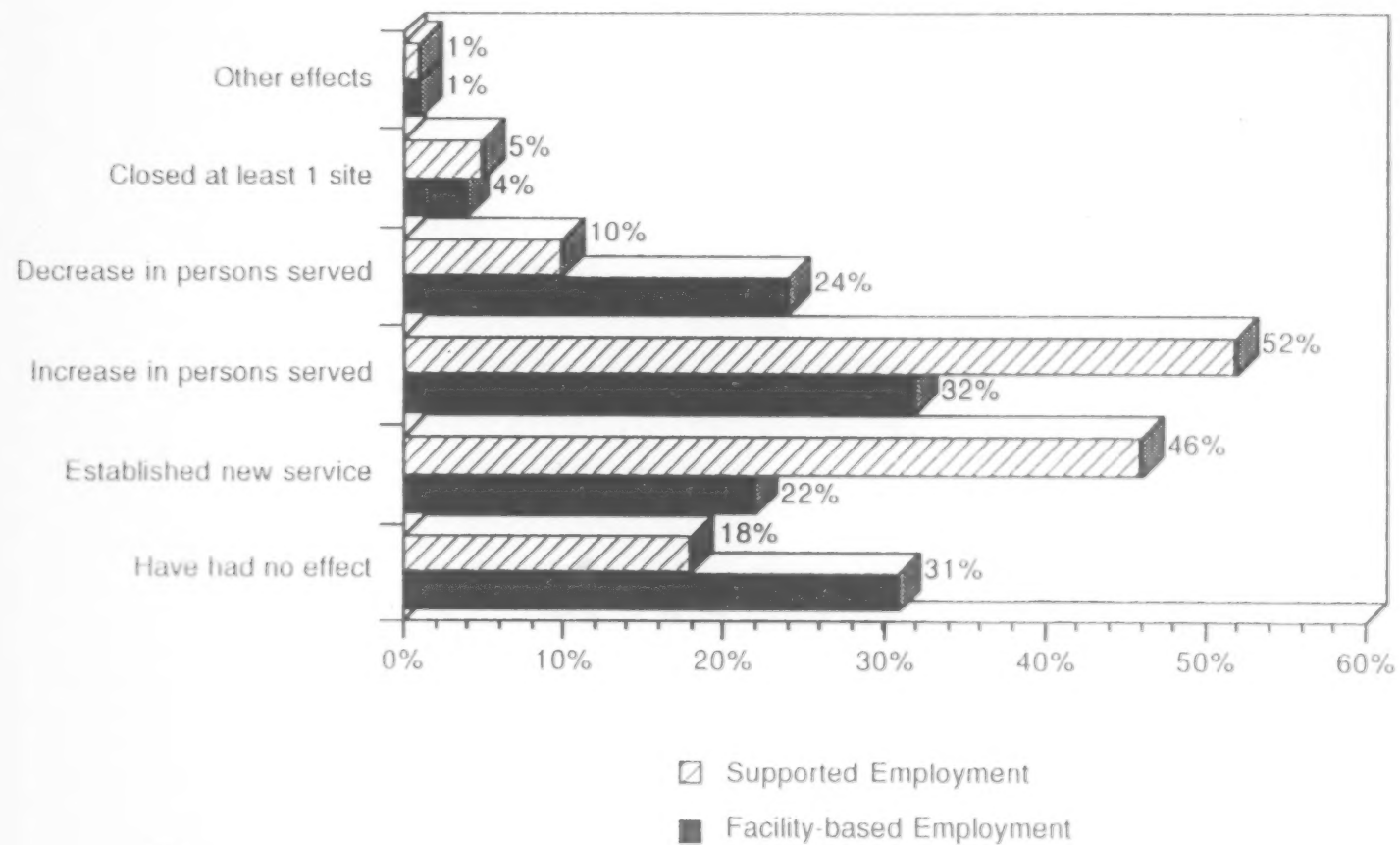
Patterns for elderly programs resembled integrated employment program trends. Specifically, providers in states with lower SE rates in 1989 were significantly less likely to plan to provide, start or increase the number served in elderly programs. These parallels to integrated employment trends most likely are related to the relative newness specialized programs for elderly persons with disabilities. Providers who offer these services are more likely to be "cutting-edge", hence, the similarities with integrated employment trends. Overall, state performance appears to influence plans for development of integrated employment; states with higher supported employment rates during 1989 (most of which received Title III systems change grants) are consistently more focused on expanding integrated services.

Influence of State Practices and Funding Patterns

Figure 17 displays respondents' perceptions regarding the influence of state practices and funding patterns on their past activities related to facility-based and supported employment services. Fifty-two percent reported that state practices have positively influenced the size of their supported employment programs, whereas 32% reported the same trend for facility-based employment. A similar pattern was evident for establishing one of these services: more than twice as many respondents (46%) indicated that state policies had affected their initiation of supported employment services compared with those reporting a similar trend for facility-based work (22%). Alternatively, about one-fourth of the respondents (24%) indicated that state practices

Figure 17
Influence of State Practices and Funding Patterns on
Facility-based and Supported Employment

Number of Respondents = 643



had been effective at decreasing the service capacity of facility-based employment compared with 10% for supported employment. Only four percent of the respondents reported that state practices had influenced their closure of at least one facility-based worksite, whereas slightly more (5%) perceived that state practices or funding patterns had led to the closure of at least one of their supported employment sites. This last point is concerning. State agencies need to identify which practices have stimulated closure of supported employment programs

Table 17 displays these variables by the percentage of respondents in each state and the projected percentages for each cell. (The cell projections are based on weighted data which adjust for response rates and the probability of being selected for the sample from the respective cell.). Providers in states with higher supported employment rates during 1989 (Cells 1 and 2) were more likely to indicate that state practices and funding patterns had influenced their establishment or expansion of supported employment services. They also were more likely to report that state practices also helped to decrease the number of persons in facility-based work; there were no other consistent differences across groups for facility-based employment.

T-tests were used to compare the average percentage responses for states with high SE rates during 1989 (Cells 1 and 2) with those in the two quadrants representing low SE rates (Cells 3 and 4). Those in the high SE rate group were significantly less likely than those in states with low SE rates to indicate that state practices have had no effect on their development of integrated employment ($DF=642$, $t=-2.38$, $p<.05$), and they were significantly more likely to report that state practices have helped to increase the number of persons receiving their supported employment services ($DF=642$, $t=3.08$, $p<.01$). However, there were no significant differences in the percentages reporting that state practices have led to a decrease in supported employment participants or to closure of supported employment sites.

Table 17

**Influence of State Practices and Funding Patterns
on Facility-based and Supported Employment**

State	Facility-based Employment					Supported Employment Programs				
	No Effect	Started New Service	More People Served	Fewer People Served	Closed sites	No Effect	Started New Service	More People Served	Fewer People Served	Closed sites
MD	17%	28%	39%	33%	0%	8%	54%	50%	8%	4%
MN	28%	23%	42%	14%	5%	18%	36%	51%	13%	4%
NY	23%	25%	37%	28%	5%	5%	63%	71%	4%	3%
WA	32%	7%	14%	39%	11%	21%	29%	53%	5%	3%
Entire Cell 1	26%	22%	35%	26%	5%	12%	48%	60%	7%	3%
CO	31%	19%	38%	31%	6%	5%	67%	76%	0%	5%
CT	37%	21%	32%	26%	0%	12%	48%	44%	8%	12%
ID	14%	14%	14%	71%	0%	0%	33%	67%	22%	0%
ME	8%	37%	37%	37%	8%	8%	54%	63%	25%	4%
ND	33%	25%	25%	17%	0%	17%	33%	42%	17%	0%
VT	57%	0%	0%	43%	0%	0%	80%	73%	27%	7%
Entire Cell 2	29%	22%	30%	34%	3%	7%	56%	61%	12%	7%
CA	35%	28%	29%	20%	6%	14%	49%	53%	9%	6%
GA	27%	7%	32%	34%	0%	24%	43%	43%	7%	2%
IL	40%	13%	31%	18%	2%	29%	38%	22%	18%	7%
LA	36%	18%	32%	27%	0%	24%	44%	44%	8%	4%
OH	29%	21%	32%	29%	3%	26%	37%	60%	0%	3%
TN	25%	44%	25%	19%	6%	12%	50%	50%	25%	6%
Entire Cell 3	33%	21%	30%	24%	3%	21%	44%	46%	10%	5%
MS	46%	31%	31%	8%	0%	20%	50%	40%	10%	0%
NE	21%	36%	36%	29%	7%	17%	33%	28%	17%	11%
OK	43%	21%	36%	14%	0%	31%	54%	62%	8%	0%
WY	25%	0%	50%	25%	0%	20%	20%	80%	20%	0%
Entire Cell 4	38%	24%	36%	17%	1%	25%	46%	53%	11%	3%

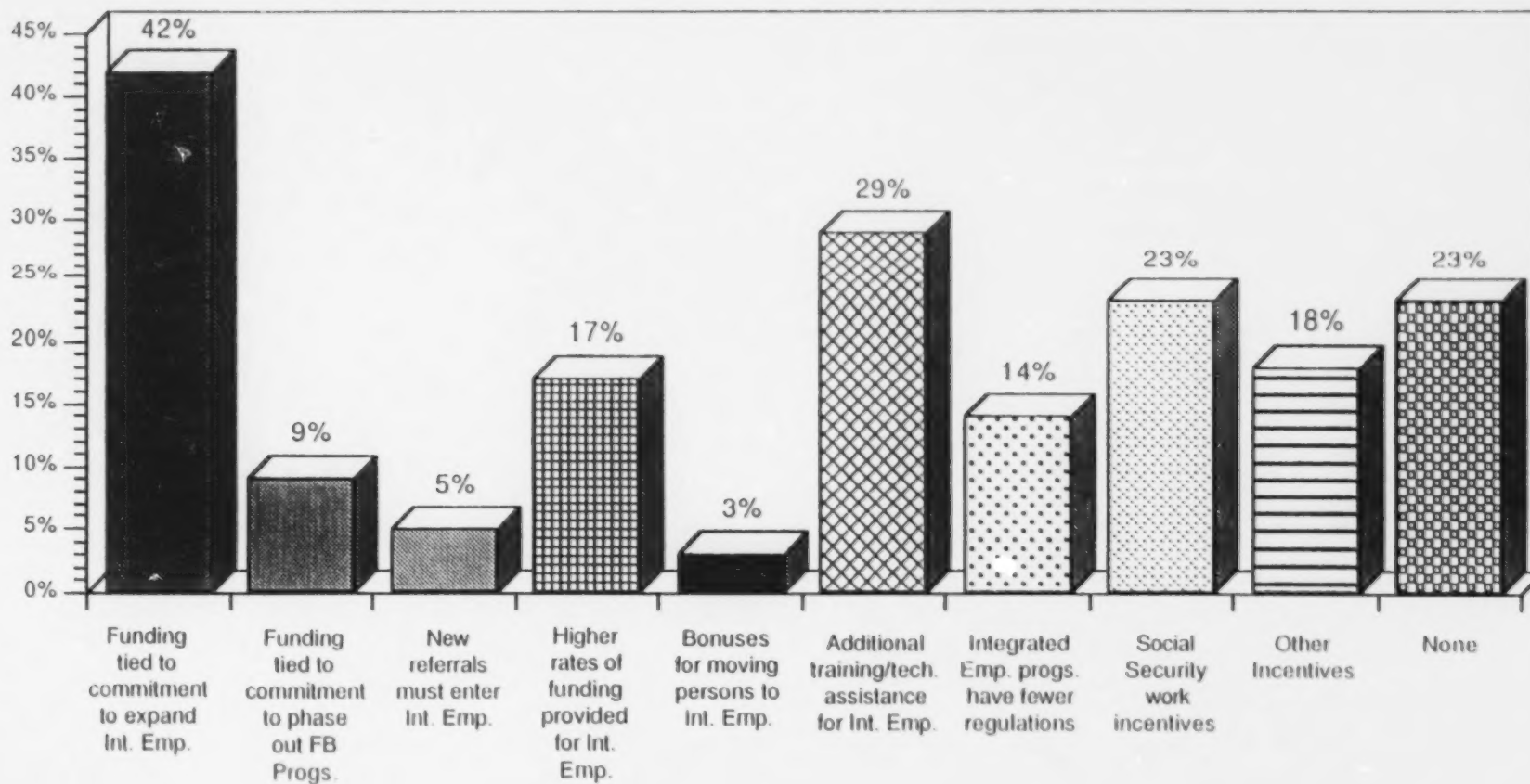
Providers in states with high SE rates also were significantly less likely to indicate that state practices have had no effect on their provision of facility-based services ($DF=642$, $t=-2.33$, $p<.05$). Yet, there were no other significant differences across groups regarding the influence of state practices and funding patterns on specific facility-based outcomes.

Incentives Helpful to Expanding Integrated Employment

From a list of potential incentives, respondents were asked to indicate which had helped to expand integrated employment in their state. This information is presented in Figure 18. By far, the largest percentage (42%) indicated that funding was tied to their commitment to expand integrated employment services. Other incentives identified, in order of frequency, include: providing or sponsoring training and/or technical assistance related to integrated employment services (29%), availability of Social Security work incentives (23%), establishing higher reimbursement rates for integrated employment services (17%), creating fewer regulations to monitor integrated employment programs (14%), tying integrated employment funding to a commitment to phase out facility-based services (9%), requiring that new participants must enter integrated employment (5%), and providing bonuses when individuals move from facility-based services to integrated employment (3%). It is important to recognize that one-quarter of the respondents (23%) reported that no incentives helped to expand integrated employment in their state. Eighteen percent of the respondents mentioned other helpful incentives, including, but not limited to, the following: availability of state or federal grants or other, additional funding (20), Targeted Job Tax Credits (11), the Americans with Disabilities Act (5), and availability of transportation (2).

Table 18 presents the information from Figure 18 across states and shows the projected percentages across cells. T-tests were used to compare the average percentages for states with high SE rates in 1989 with those reported for states with low SE rates. Providers in states with high SE rates were significantly more likely to identify

Figure 18
Incentives that have been helpful in Expanding Integrated Employment



Number of Respondents = 612

Table 18

Helpful Incentives in Expanding Integrated Employment

State	Funding tied to expand int. emp.	Additional training provided for int. emp.	Social Security Incentives	More funding for int. emp.	Other Incentives	Less regulation for int. emp.	Funding tied to phase out FB prog.	New referrals must enter int. emp.	Bonuses for moving people to int. emp.	None
MD	33%	29%	33%	8%	12%	12%	8%	17%	0%	17%
MN	35%	22%	4%	17%	22%	4%	11%	4%	2%	33%
NY	64%	25%	20%	12%	25%	21%	9%	4%	0%	12%
WA	53%	33%	33%	25%	5%	5%	8%	13%	0%	13%
Entire Cell 1	51%	26%	20%	16%	19%	12%	9%	7%	1%	18%
CO	64%	45%	23%	9%	9%	18%	18%	14%	5%	5%
CT	42%	19%	15%	15%	8%	8%	12%	4%	8%	35%
ID	30%	20%	50%	30%	10%	0%	10%	10%	0%	20%
ME	46%	42%	23%	12%	19%	4%	15%	0%	4%	23%
ND	7%	21%	7%	7%	21%	7%	7%	14%	0%	43%
VT	79%	64%	50%	7%	7%	7%	14%	29%	0%	0%
Entire Cell 2	50%	35%	25%	13%	11%	9%	14%	10%	4%	20%
CA	31%	24%	18%	22%	20%	9%	8%	5%	5%	29%
GA	35%	25%	19%	10%	21%	46%	8%	2%	0%	19%
IL	37%	17%	17%	10%	4%	12%	2%	0%	10%	44%
LA	42%	46%	35%	31%	15%	8%	15%	8%	4%	19%
OH	37%	50%	37%	11%	34%	16%	3%	3%	3%	8%
TN	50%	33%	39%	28%	22%	11%	17%	6%	0%	11%
Entire Cell 3	36%	30%	24%	18%	20%	16%	8%	4%	4%	24%
MS	31%	31%	31%	8%	31%	0%	0%	0%	8%	23%
NE	16%	32%	21%	5%	32%	5%	5%	5%	5%	26%
OK	50%	7%	14%	43%	7%	7%	14%	0%	0%	36%
WY	60%	80%	60%	20%	0%	0%	0%	20%	40%	0%
Entire Cell 4	41%	21%	22%	28%	15%	5%	9%	3%	6%	29%

the following incentives as contributing to the expansion of integrated employment in their state: 1) tying funding to a commitment to expand integrated employment (DF=611, $t=2.94$, $p<.01$), 2) requiring new participants to enter integrated employment (DF=611, $t=2.10$, $p<.05$). Alternatively, providers in states with lower SE rates were significantly more likely to indicate that the provision of bonuses for moving participants from facility-based to integrated employment had contributed to their state's expansion of integrated employment (DF=611, $t=-1.99$, $p<.05$); however, they also were significantly more likely to report that no incentives had been influential (DF=611, $t=-1.95$, $p=.05$). There were no significant differences across groups in the percentage that identified the following incentives: provision of additional training, existence of Social Security incentives, providing higher rates of funding for integrated employment, requiring fewer regulations for integrated employment, and tying funding to a commitment to phase-out facility-based programs. In general, providers in states with high SE rates during 1989 were significantly more likely to identify some incentives as helpful, although there were only a few significant differences across groups in the percentage identifying specific incentives. Provision of bonuses, tying funding to a commitment to expand integrated employment and requiring that new participants enter integrated employment represent influential incentives whose utilization was affected by cell membership, i.e., state supported employment performance during 1989.

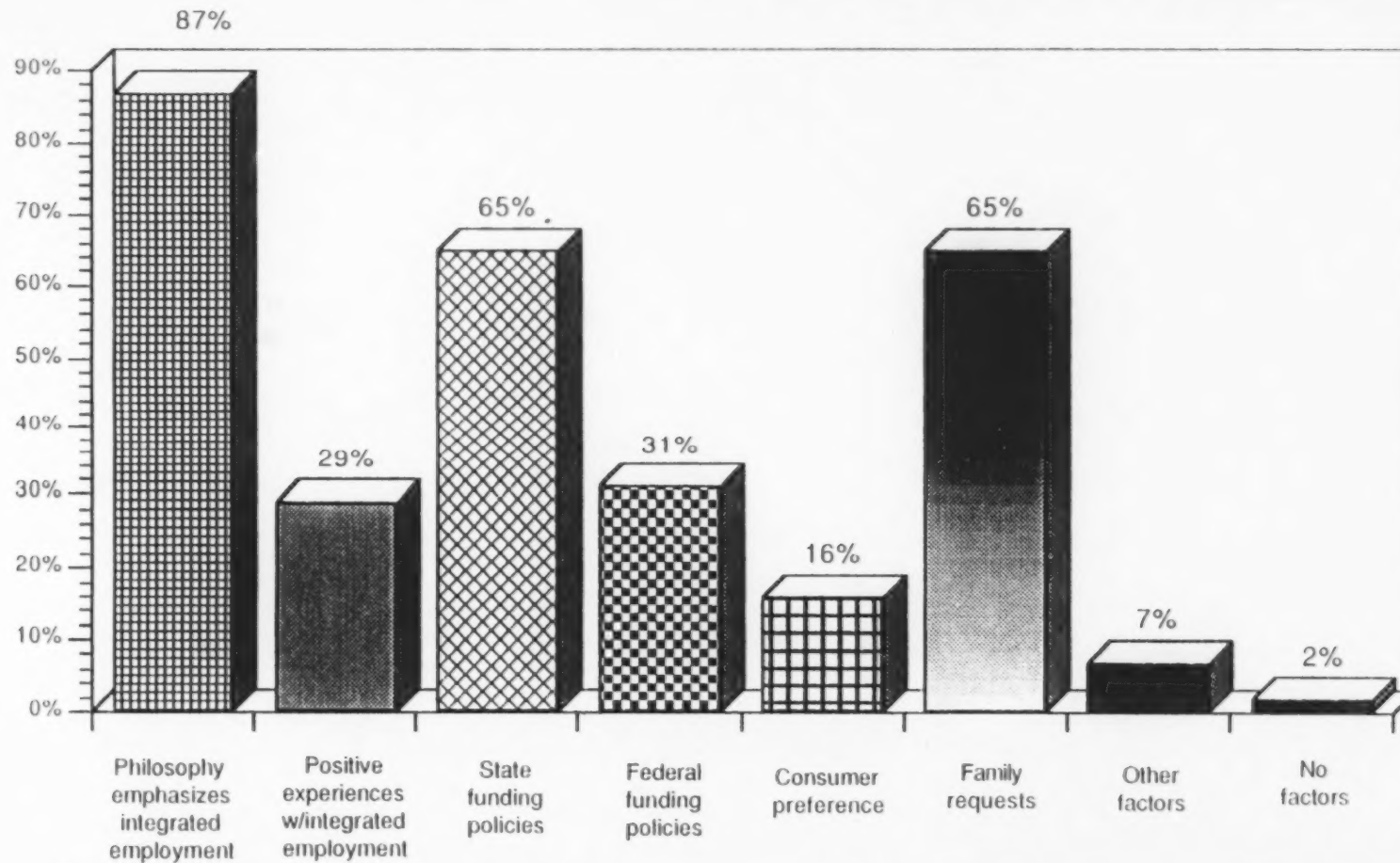
Factors Contributing to Agency Expansion of Integrated Employment

Providers were asked to identify specific factors that had influenced their agencies' expansion or development of integrated employment (as opposed to factors affecting their state's expansion of integrated employment, described in Figure 18). These are presented in Figure 19. The existence of an agency philosophy or mission emphasizing integrated employment services was identified as influential by the largest percentage of providers (87%). Almost two-thirds (65%) indicated that state funding policies and family preferences had contributed to their agency's expansion of

integrated employment. Almost one-third pointed to federal funding policies (31%) and positive agency experiences with integrated employment (29%). Only sixteen percent indicated that consumer preference had been a factor in their agency's expansion of integrated employment, whereas only 2% reported that no factors had contributed to their agencies expansion of integrated employment.

Figure 19

Factors Contributing to Agency Expansion of Integrated Employment



Number of Respondents = 560

DISCUSSION

The Discussion section has been grouped into three major categories: current issues, factors influencing change and implications for the future. Within each of these major categories, there are a number of subcategories reflecting the study's findings. The current issues category presents a discussion of agency characteristics, consumer characteristics, and the relationship between the results of this study and other national data studies on day and employment services. Factors which influence change, the second major category, includes: policy issues, agency size and focus by integrated employment outcomes, reimbursement practices, use of capital assets, and disincentives to converting from segregated to integrated employment services. The third and final category, implications for the future, focuses on: movement patterns, projected day and employment service trends, reimbursement for ongoing supports, consumer-driven services, and policies affecting integrated employment.

A. Current Issues

Historical service practices related to the provision of facility-based work and nonwork programs have generated a significant service provider network, comprised primarily of private not-for-profit providers. The current study produced projected estimates of 4,988 providers that offer some combination of integrated employment services and 5,107 providers that offer facility-based work or nonwork services. (These estimates do not include some programs funded exclusively by state Mental Health agencies). Most providers offer a combination of facility-based services and integrated employment, with an estimated 1.02 million persons served annually. Many persons remain in these programs for a number of years. The provision of day and employment services for persons with developmental and other severe disabilities can only be viewed as a large and complex industry.

Given this fact, moving the system from a segregated set of practices to an integrated one is a challenging task. If the system is to be redirected, then it is crucial to establish an accurate profile of current service delivery, including service practices and characteristics of persons served. These key indicators are discussed in the following section.

A.1. Agency Characteristics

Program size appears to play a role in the type and range of day and/or employment services offered. The smallest agencies are somewhat less likely to provide facility-based services and significantly more likely to focus exclusively on integrated employment. The largest agencies (more than 200 persons served) tend to offer a combination of integrated employment and facility-based services, but to a smaller percentage of persons with developmental disabilities. Hence, the larger organizations appear to be more multi-faceted and to serve persons with more varied disabilities.

The smallest agencies reported the highest percentage of persons in competitive and supported employment (both individual and group). They also reported the lowest participation rate for facility-based work and the highest rate for facility-based nonwork. Facility-based nonwork programs typically are smaller than facility-based work settings, in part because of the more intensive needs of persons served. Providers serving 51 to 100 persons reported the lowest competitive employment rate but higher percentages in both individual and group supported employment compared with the two larger size groupings. Providers in the largest size category (more than 200 persons) reported the second highest facility-based participation rates (both work and nonwork). Size was also a factor in our earlier surveys, where smaller size was a significant predictor of a higher supported employment rate during FY84-85 and a significant predictor of a higher competitive employment rate during FY85-86 (McGaughey, 1988; Schalock et al., 1989).

Providers offering facility-based services have provided these services for an average of 16 years, compared with an average of 8 years for competitive employment and 4 years for both individual and group supported employment. The average length of service provision reflects the recent evolution of community-based day and employment services for persons with disabilities. Like residential services, day and employment services have shifted from an almost exclusive reliance on segregated settings toward real-work environments where most individuals do not have disabilities. This evolution will not be complete, however, until providers alter their service configurations from simply adding integrated employment to converting facility-based programs into integrated employment.

In general, smaller agencies are more focused on providing a single type of service (whether integrated or facility-based). Size, mission and staffing patterns play a critical role in an organization's ability to change and redirect resources. Although economies of scale may exist for larger agencies (including specialization of staff duties), the conflicting purposes of integrated and facility-based work present significant challenges for program conversion. Moreover, the process of complete conversion will be most difficult for the largest agencies, given the potential involvement of significantly more "players" in the change process.

Eighty-one percent of the respondents offer individual supported employment and 62% provide group supported employment services. The percentage that offered some type of supported employment in 1991 was significantly greater than the percentage that provided it in 1986 (90% compared with 42%; see Table 5). Thus, opportunities to obtain integrated employment have increased considerably for individuals with severe disabilities over this five year period. Moreover, respondents participating in both studies reported significantly more individuals served on average in integrated employment over this period .

These findings are encouraging and, by themselves, could lead one to believe that the service system is moving toward a stronger focus on integrated employment. Unfortunately, almost as many providers (72%) offer facility-based services. Furthermore, the average number of persons in facility-based work also increased significantly from 1986 to 1991 (from an average of 81 to an average 104; see Table 5). Respondents' overall day and employment service capacity increased significantly during this period, with the average number of persons in any day or employment service expanding.

These are sobering statistics, and in some ways, they counter the optimistic data on integrated employment that has proliferated over recent years. Although the capacity of integrated employment services has increased, facility-based services are mirroring the same trend. The existence and survival of a dual service system appears to be of more a reality now than even five years ago! (This is quite unlike the national reduction in the program capacity of large residential institutions that accompanied the expansion of community residences and supported living in the late 70's and early 80's). Differences in these two movements and disincentives to dismantling facility-based sites will be discussed in Section 3.

Changes in organizational size and the configuration of integrated versus segregated services will remain critical research issues. The results of such research may help to identify other management issues that are closely linked to the provision of integrated employment. Providers and policy-makers need a more thorough understanding of organizational structure and other variables affecting systems change if integrated employment is to revolutionize the service system rather than simply serve as an additional component in the service array.

A.2. Consumer Characteristics

The vast majority of persons served during 1991 reportedly met the criteria specified in the functional definition of developmental disabilities (78.4%), with more

than 8 out of 10 having a categorical disability of mental retardation. These percentages have not changed from 1986 to 1991. What has changed is the nature of the services provided, specifically, that individuals with severe disabilities have greater opportunities to secure employment in integrated settings and obtain competitive wages.

However, service provider estimates of the percentage of participants who meet the functional definition of developmental disability need to be examined from other perspectives. The presence of a developmental disability indicates a more severe disability that is expected to require lifelong supports. Provider agencies estimated that 78% of all individuals served would meet the functional criteria of a developmental disability. In a recent survey of day and employment services provided during 1990, state MR/DD agency staff were not able to estimate a comparative percentage (McGaughey et al., 1993). However, 60% of the individuals served in day or employment programs monitored by state MR/DD agencies in 1990 reportedly had moderate or severe/profound mental retardation and, thus, are likely to meet the criteria specified in the functional definition. An additional 10% reportedly had an "other" primary disability (such as cerebral palsy or autism) and may also have substantial functional limitations. Most state MR/DD agency respondents (40) reported that they use a combination of functional and categorical disability criteria to determine service eligibility; two agencies use only functional criteria. Following this line of reasoning, the percentage of individuals served by state MR/DD agencies who meet the functional definition of developmental disabilities may be greater than 70%, although a large percentage of persons with mild mental retardation are unlikely to have the functional limitations specified in the definition.

Thus, service providers' estimated prevalence of developmental disability (78%) may be high, given the previous discussion and the higher competitive employment rate reported by service providers for 1991 compared with state MR/DD agencies for 1990

(i.e., individuals with substantial functional limitations are less likely to enter competitive employment). Information obtained during telephone follow-up activities substantiates this assertion; many providers appear to equate any level of mental retardation with a developmental disability and, similarly, assume individuals with mental illness would not meet these criteria, even when they meet the age of onset and functional requirements.

Confusion regarding the functional definition is long-standing due to lack of agreement regarding the term "substantial" as well as inconsistency in defining and assessing functional skills (Temple University, 1990). This imprecision is augmented by the terminology used by other state and federal agencies. An example is the term "severe disability" used by the federal Vocational Rehabilitation system, which is not based on functional impairments or services needs, yet, includes many who would meet the functional definition of developmental disability. In short, the average service provider may find it difficult to apply these terms accurately, and, thus, may over-identify those with a developmental disability. Alternatively, others who do meet the functional definition may be left out, given a tendency to apply the term developmental disability to all persons with mental retardation and not to those with mental illness.

Future national studies may benefit from utilizing a broader definition of severe disability, which would include functional criteria but not the limitations imbedded in the "age-of-onset" criteria. Precise documentation of the nature and extent of disability may be more appropriately collected at the service provider or regional levels within states. Even then, a more refined strategy for categorizing and assessing functional skills and needs will be required. Currently, substantial debate is occurring at the national and international levels regarding the appropriate methods for assessing functional skills (Hahn, 1993; Pfeiffer, 1993; Zola, 1993).

A.3. Relationship to Other Studies of Day or Employment Services

A number of national studies of day or employment services were described in the Introduction. Some have examined supported employment, others facility-based nonwork programs, some integrated employment from the perspective of state agencies and others from the perspective of the providers. To our knowledge, this is the only study that has comprehensively examined a random sample of providers in a large sample of states in order to examine integrated and segregated service outcomes and project national trends for both day (nonwork) and employment services.

Although supported employment rates reported here are higher than those reported in studies of state MR/DD agencies (McGaughey et al., 1991; 1993; Schalock, McGaughey, & Kiernan, 1993), 70% of the more than one million estimated persons served received facility-based work or non-work services in 1991. Our recent study of state MR/DD agencies revealed a significant increase in the number of persons served in supported employment from FY 1988 to FY 1990 ($DF=31$, $t=3.69$, $p<.001$), but no significant change in the number served in facility-based work ($DF=31$, $t=-.53$, $p=.60$) or facility-based nonwork ($DF=31$, $t=.20$, $p=.84$) (McGaughey, et al., 1993). For states with data across the two time periods, the percentage in supported employment increased significantly ($DF=44$, $t=-1.69$, $p<.05$; 1-tail probability), the percentage in facility-based nonwork decreased significantly ($DF=34$, $t=2.06$, $p<.05$; 1-tail probability), but the apparent decrease in facility-based work was not significant ($DF=33$, $t=.38$, $p=.36$; 1-tail probability). These findings substantiate those of the current study: there is continuing entrenchment of a dual service system. More people are finding jobs in integrated settings, but the number of persons in facility-based programs has either remained the same or is increasing (depending on the study).

The apparent discrepancy as to whether facility-based programs are remaining static or expanding can be explained by the different sources of data and funding streams. Service provider data are likely to be more accurate and inclusive than state

agency data, partly because they reflect a direct, rather than indirect, data source. Also, this study of service providers includes many more cases than the survey of state MR/DD agencies (643 versus 51, giving the provider study more degrees of freedom and lower standard errors in statistical analyses). Because the service provider study includes service outcomes for persons not monitored by state MR/DD agencies (e.g., whose services were funded primarily by state VR agencies, state MH agencies, Departments of Education, subcontract revenues, or other sources), it contains a more inclusive analysis of the full range of day and employment services.

In the same study of state MR/DD agencies, about 8.4% of those served in day and employment programs in FY 90 were new participants (McGaughey et al., 1993). About one third of the new participants entered integrated employment, almost twice the percentage of all persons in integrated employment in FY 1990. Thus, new participants have a greater likelihood of obtaining integrated employment than those already in the system. State agency staff confirmed that individuals leaving school are most likely to receive top priority for integrated employment services (followed by adults not currently receiving services, individuals in sheltered employment, and, finally, day program participants).

One strategy for converting the service delivery system from a segregated to an integrated one is to direct new participants away from segregated programs. By removing this option, (a practice similar to that used by many states to reduce enrollment in large residential institutions), the number of persons served in these segregated settings should diminish over time. At the very least, the percentage served in segregated settings will decrease in comparison to the percentage served in integrated services.

Our study of state MR/DD agencies also documented that 18% of individuals monitored or funded by those state agencies were served in integrated employment settings during FY 1990, compared with 30% reported by the service providers for FY

1991 (McGaughey et al., 1993). The population served by state MR/DD agencies may include a larger group of persons with severe disabilities compared with those served by the responding service providers. This assumption is due, in part, to the diversity of funding sources that individual service providers reportedly utilize, some which fund services for individuals with less severe disabilities who may need little or no support to maintain a competitive job. The difference in competitive employment rates across the two studies substantiates this assertion (i.e., 10% of all persons served by providers versus 3% of those served by state MR/DD agencies were placed in competitive employment).

Findings from this study differ in other ways from those documented in additional national studies of integrated employment. For example, we projected a total of 4988 supported employment providers in 1991, after making weight adjustments for sampling and response bias. West et al. (1992) reported a national total of 2647 supported employment providers for FY90. The difference in time-periods analyzed for the two studies (approximately one and a half years) does not logically account for the fact that our estimate is greater by a factor of 1.9. The number of providers described in the study conducted by West and his colleagues was reported by state agencies (primarily state VR agencies, but "representatives from other state agencies, such as mental health, MR/DD, education, and economic development, served as secondary respondents", West et al., 1992, p. 228). The current study utilized contacts with actual service providers to project weighted estimates. These projections were then adjusted for the existence of satellite agencies and duplicates (approximately 12.5%) although the percentage of satellite agencies may be greater than what was uncovered during follow-up activities. (See Table 2.) Even though our projected estimate of the number of supported employment service providers in 1991 is substantially larger than that reported by West and his colleagues for 1990, it is based on contact with actual service providers, increasing our confidence in the accuracy.

Similarly, the current study also projected over twice as many persons in individual and group supported employment nationally in 1991 as West and his colleagues reported for FY90 (194,269, non-duplicated total, compared with 74,657; see Table 9). This may be explained, in part, by differences in the definitions used for supported employment and by methodological differences in the two studies. For example, West and his colleagues used the following two criteria to determine each state's supported employment population: "First the supported employment services must have been provided in accordance with the federal supported employment regulations. That is, persons performing volunteer work, group employment options with more than eight people, and persons not receiving ongoing extended services were specifically excluded. Second, individuals served thorough unconventional means were included only if the state system was capable of providing the number of persons participating and other specific information about them." (West et al., 1992, p. 228). Our supported employment definition also excluded volunteer work; however, we did not exclude group employment sites with more than eight people. Yet, of the 274 group sites identified as enclaves for 1991, each group included an average of 6 persons ($SD=3.67$), with the smallest enclave including 2 persons and the largest 42 persons. Thus, although our study reports data from some supported employment sites that are substantially larger than the federal limit of eight, the average size was smaller than this. Moreover, 65% of all enclaves included fewer than ten persons and 95% were comprised of 13 or fewer persons (based on the standard deviation, (3.67). We did not place an upper limit on our definition of group sites, because we wanted to obtain an accurate picture of the number of individuals with disabilities who were working away from facility-based sites, regardless of the group size. We concur that group sites larger than eight present significant challenges for persons with disabilities to achieve social inclusion and avoid stigma related to their disability. In general, individual jobs reflect greater opportunities for individual choice, career planning, social interaction with

persons who do not have disabilities, and earning higher wages. We did not collect data on the size of mobile crews (as most are unlikely to include more than eight employees), and these employees are often dispersed throughout employment sites.

West and his colleagues note that their supported employment totals "should be considered as the minimum number of participants across the two service phases (time-limited and extended services) because several state systems were unable to provide complete counts of supported employment participants. For example, in several states individuals had been placed into supported employment through early demonstration projects, but they could not be identified or tracked by either the VR or extended services agency" (West et al., 1993, p. 228). Further, the authors reported that many state agencies funding extended services (such as state MR/DD agencies) have not yet developed supported employment reporting systems that are as complete as state VR agencies, which have a federal reporting requirement. Many state agencies identified by West and his colleagues as providing extended services also augment their supported employment services by funding all phases of supported employment for some participants. (This includes both the time-limited phase, typically funded by state VR agencies, and the extended services phase, typically covered by state MH agencies, MR/DD agencies, etc.). By collecting information directly from service providers, the current study was designed to avoid some of the confusion that occurs across state agencies with respect to different "phases" (time-limited and extended services) and funding sources for supported employment. West and his colleagues specifically excluded persons who did not receive ongoing extended services. Our definition of supported employment specified the provision of ongoing support, however, supported employment services have evolved to the point where some individuals may no longer even need the minimum of twice monthly contacts specified in the federal regulations.

Our data reflecting movement from integrated employment amplify this point. Of the 25% who left supported employment during 1991 (15% of those in individual SE,

10% in group SE), 26% of those who left individual SE and 19% who left group SE did not actually leave their jobs, but simply no longer needed job supports. Overall, 3% of all persons served in supported employment during 1991 no longer needed job-related supports.

We concur that data in the current study were self-reported and included only telephone contacts to check consistency of information, as opposed to on-site inspection of records to ensure reliability. It is possible that some providers over-reported information, especially in cases where group supported employment sites were used to give participants temporary or part-time exposure to supported employment. Alternatively, the highest duplication rate reported for persons served in both integrated and segregated settings during the same week was 4.1% for group supported employment, still a fairly low duplication rate. We presumed this percentage was higher, based on knowledge of service provision patterns in Massachusetts, and the possibility that group supported employment figures include individuals who are there on a temporary basis (due to contract changes, revolving enrollments, etc.). In any event, most of the difference in the number of persons reported in supported employment by the two studies is, undoubtedly, related to our identification of substantially more supported employment service providers (by a factor of 1.9). Indeed, after our statistics are adjusted for duplication (4.1%) and the 25% separation rate, both studies reveal that each provider served an average of 30 persons in supported employment. Additional studies should be undertaken to confirm these national projections, given some of the definition and reliability issues discussed.

Clearly, individual supported employment is the service model most utilized by the responding service providers. The challenge remains to increase the prevalence of this model with respect to the number of persons served in individual settings. In five years, these providers plan to serve 62% of all supported employment participants in individual settings. West and his colleagues at Virginia Commonwealth University

(VCU) reported that 73% of all supported employees nationally were in individual settings in 1990.(West et al., 1992). The difference may be related to the fact that the current study did not specifically solicit mental health providers from state Departments of Mental Health. Mental health providers were included in the current study when they were listed as providers of state VR supported employment services, state MR/DD agency services or as members of the National Association of Rehabilitation Facilities. As West and his colleagues note, the number of individuals with mental illness in supported employment increased from 1988 to 1990 "at rates exceeding that of individuals with other disabilities" (West et al., 1992, p. 230). Thus, we presume that the larger percentage in individual supported employment noted in the study conducted by West et al. may be explained in part by the higher representation of persons with mental illness.

B. Factors Influencing Change

A number of factors may influence an organization's capacity to provide integrated employment services, some are external, while others are internal. As reported, respondents were asked to provide information on factors that have either influenced their involvement in or expansion of integrated employment. The discussion of these factors is organized according to: policies, agency size and focus by integrated employment outcomes, reimbursement practices, use of fixed assets, and disincentives to program conversion.

B.1. Policies

Previous studies have documented the positive influence of system's change activities initiated by the Rehabilitation Services Administration (RSA) on state supported employment outcomes. Specifically, states that obtained system change grants through their state VR agency reported significantly more persons in supported employment in 1990 (VCU, RRTC, 1991). Furthermore, there appears to be a spill-over effect, with state MR/DD agencies in the same states also reporting higher integrated

employment outcomes (combined supported and competitive employment) for FY88 and FY90 (McGaughey et al, 1993). It remains to be seen if this change is durable and will last much beyond the federal funding period. This area may warrant further study. There are valid concerns related to the durability of changes resulting from the five-year system's change grants focused on redirection of a system that has been conducting business in a different way for more than two decades. Some have speculated about the need for a larger and more lengthy systems change endeavor to ensure true and enduring change (Mank, 1993; McGaughey et al., 1993).

When asked whether state practices and funding patterns have affected their agency's past activities related to supported and facility-based employment, more than eight out of ten providers responded positively with respect to supported employment compared with seven out of ten responding positively for facility-based employment. Slightly more than half indicated that state practices/funding patterns have influenced their expansion of supported employment services, and yet, one third also responded similarly for facility--based employment. More than twice as many respondents reported that state practices affected their establishment of supported employment compared with those reporting the same for facility-based employment (46% versus 22%). Conversely, 24% responded that state practices spurred them to decrease the number of persons in facility-based employment, and 10% reported a parallel effect on the number in supported employment. What may appear to be conflicting results most likely reflect ambiguous or clashing policies and practices implemented by state funding agencies, inadequate funding of ongoing supports, and disincentives inherent in federal regulations, among others.

Although the research data are clear, the message from funding agencies is not. If integrated employment truly is to emerge as a priority, then state and federal policies and practices must be supportive: by creating fiscal incentives, adopting licensure and regulatory standards that reflect inclusion values, and establishing service planning

strategies that are individually-designed and consumer-focused. A clear message from funding agencies, such as tying funding to a commitment to develop integrated employment, would facilitate program conversion.

B.2. Agency Size and Focus by Integrated Employment Outcomes

Many respondents surveyed reported numerous years experience providing integrated and/or facility-based services. Data regarding length of time in service provision may shed light on the initial focus of day or employment service providers. More than 85% of the respondents reported some experience operating facility-based programs (for an average of 16 years). The percentage offering some form of integrated employment was even higher (91.6%), and yet, the average number of years experience was substantially less (9 years for competitive or transitional employment and 4 years for supported employment). Given the large number of service providers who have many years invested in facility-based, segregated services, proactive strategies for converting resources are critical to the ultimate replacement of facility-based services. Unlike the deinstitutionalization movement (which resulted in small, community-living settings managed primarily by non-profit providers who were new to the field of residential services) the development of integrated employment services primarily represents a transformation for existing providers, who have spent many years operating segregated services and are more invested in a different model of service delivery.

Program conversion requires reexamination of the organization's mission and principles and, often, major redirection of staff training, development, recruitment and service delivery activities. Programs with active boards of directors who have operated facility-based services for many years will need to find ways to refocus this investment. This may involve training current members, expanding membership or, perhaps, even creating a new board. Similar to most efforts to redirect an industry, conversion from segregated to integrated employment will need to be comprehensive and involve all

stakeholders: board members, staff, consumers, funding agencies and other community partners.

Many industries have achieved economies of scale by increasing size and improving production methods. However, economies of scale may not apply to integrated employment services. If the purpose is to produce a good rather than to deliver a rehabilitative service, then bigger may, in fact, be better. In this study, programs that served 50 or fewer persons reported higher average individual supported, group supported, and competitive employment rates (43%, 34% and 24% respectively) than programs serving 51 to 100 persons (19%, 22%, and 12% respectively) as well as those in the two largest size categories. (See Table 6). When examining only integrated employment rates, smaller programs appear to be more effective.

Furthermore, the smallest size group contained significantly more agencies that focused exclusively on integrated employment (e.g., 100% of those in employment were in integrated settings). One-third (35%) of the providers in the smallest group offered only integrated employment services, compared with an average of 14% for the entire sample.

Yet, larger providers served a greater absolute number of participants in integrated employment, as they also did with facility-based services. What needs to be examined is whether the percentage of an organization's investment in integrated services makes a difference in the organizational culture and overall commitment to integration, over and above the actual number of persons receiving integrated services. One would think so, given that percentage investment also represents the percentage of staff devoted to integrated services; their greater proportional influence on organizational consciousness may be a deciding factor in favor of agency change. To what extent does this relationship create an interactive effect that exerts an evolutionary pull towards systems change within organizations? These are the critical research

questions suggested by complex data on agency size and integrated employment outcomes.

Funding agencies may need to examine employment outcomes for large service providers and consider whether they should encourage the development of smaller, more focused agencies to expand integrated employment. In addition, large providers may want to examine alternative organizational structures where components can function as profit centers (i.e., maintain control of fiscal management), to see whether potential features of smaller providers (e.g., an organizational culture that may be more focused toward integrated services) can be emulated within a more decentralized system.

B.3. Reimbursement Practices

Reimbursement practices for day and employment programs reflect the nature of state agency commitment as well as providers' dependence on contract income and its accompanying overhead rate. Of the more than nine reimbursement options listed in the survey, state MR/DD agencies were the most common funding source for facility-based programs, whereas state Vocational Rehabilitation funds were utilized most frequently for supported employment programs. Within supported employment options, state MR/DD agencies were more likely than state VR agencies to fund group supported employment, and state VR agencies were more likely to contribute to individual supported employment.

For integrated and segregated services combined, state MR/DD agency funds were utilized by the largest percentage of respondents, underscoring the potential influence on day and employment services. If systemic change is to be effective, state MR/DD funding priorities need to be reviewed carefully. Although state MR/DD agencies tend to serve persons with more severe cognitive disabilities than state VR agencies, ongoing supports for supported employment need to be developed around consistent priorities, that is, assisting persons with disabilities to gain access and

maintain individual supported employment. Studies have documented that individuals with severe, even multiple, disabilities can successfully maintain individual supported employment, given appropriate job-related supports (Wehman & Moon, 1988; Sowers & Powers, 1991). However, state agencies need to work together to assure availability of resources to fund these supports. The fact that state MR/DD funds are more highly invested in group rather than individual supported employment underscores a lack of consistent commitment toward individualized career planning and consumer choice by these state agencies.

When individuals in group supported employment are not paid from the company's payroll (as reported for 79% of the group supported employment sites) but, rather, via a subcontract through the service provider, the subcontract organization typically may receive overhead or indirect expense allocations. Yet, temporary or contract labor generally has a lower status within the social structure of an organization, management's commitment is often less substantial, and persons with disabilities usually obtain higher wages on the company payroll (when overhead expenses do not need to be covered). Individuals with disabilities will benefit most by obtaining permanent employee status from their employer. However, this represents a potential loss of operating income for the service provider, if the budget and fee structure have been based on overhead reimbursement. This may explain, in part, why the vast majority of persons in group supported employment are employed by the service provider rather than the company. State agencies need to consider these conflicting forces in developing their rate-setting procedures and create strategies for offsetting loss of subcontract income.

A wide range of reimbursement options currently are available to providers of individual supported employment. Hourly rates are utilized most frequently, with annual and constant daily rates following in frequency. The latter two options offer fewer incentives for provider agencies to reduce levels of support, because they may lose

funding if the quantity drops too low. These rate structures can lead providers to continue unnecessary supports, overlook natural supports or reduce their emphasis on fading supports. Hourly reimbursement allows providers to cover service costs. However, if this reimbursement is based on a fixed, across-the-board hourly rate for multiple programs or a state-wide average, then actual costs often will not be covered unless all hours provided by the job coach are billed (including indirect services like transportation and paperwork, which are not always covered in the rate). Fixed hourly rates, as with fixed annual or daily rates, may encourage providers to offer unnecessary supports or avoid using natural supports in order to maximize billable hours.

Adequate rate setting practices are critical to the ultimate success of integrated employment. Program differences need to be reflected in hourly rates, so that, as employees with disabilities increase their self-sufficiency at work, supports are reduced but program costs are covered. With fair and equitable reimbursement practices, providers can offer supports to individuals with disabilities, while funding agencies can monitor their progress based on levels of independence achieved or support provided, rather than on dollars expended.

B.4 Providers' Payment of Job Related Supports When Funds Are Not Available for Persons in Individual Supported Employment

Three-fourths of the respondents stated that they sometimes cover costs for individuals in supported employment whose funding has terminated and who need continued job-related supports or job placement services after leaving a job. This is an incredibly high percentage! Moreover, when service providers were asked to indicate the number of individuals whose support costs were covered at some time during 1991, the following trends emerged: 1) providers absorbed the job-related support costs of 23% of all persons served in individual SE during 1991, and 2) agency resources were used to fund job placement services for 28% of those served in individual SE during 1991.

This issue needs more research attention. Providers appear to be covering some costs for at least one-fourth of all persons served in individual supported employment during a one year period. The need for new revenue or more flexible reimbursement mechanisms is obvious and is not a new issue for supported employment providers. Currently, revenue to cover costs for ongoing supports may come from fees used to support facility-based services or from subcontract overhead revenues obtained for group supported employment. These practices represent disincentives to converting both facility-based services and group supported employment sites to individual supported employment, even though they help provide a foundation for individual supported employment services. Clearly, state agencies need to be more proactive in developing practices which represent true incentives for expanding integrated services as well as for phasing-out facility-base and group supported employment services. Relevant incentives will be discussed further in this paper.

B.5. Capital Assets

There has been much discussion among community providers concerning impediments to developing integrated employment and phasing out facility-based services. A major barrier involves finding alternatives for capital resources. Of the total number of facility-based sites reported in this study (N=538), 56% of the buildings were owned by respondents. Ten to fifteen years ago, ownership of buildings used for the provision of services was perceived as an advantage, and many providers acquired buildings for facility-based day and employment programs as well as for community residences. However, the utility of owning large facilities is much less obvious when facility-based programs are converted to integrated employment. Also, because the value of commercial real-estate has declined over the past decade, some providers are faced with holding assets that are neither as useful nor as valuable as they were when purchased. With program resources tied to fixed assets, converting to a model which

does not require these resources is problematic for boards of directors and executive management.

In addition to problems associated with fixed assets, many providers have long-term leases that are costly to void. Respondents who had closed facility-based buildings during the past five years (N=92) were asked what they did with those assets and/or leases. More than half reported vacating at least one rental building (9% of all buildings rented in FY91), and 12% sold at least one building that was owned (2% of all buildings owned during 1991). A common practice was to continue using the building for other agency purposes, such as for administration of integrated employment services (27%) or for other activities (18%; other nonwork programs, situational assessments, classroom space, storage, rental property, etc.).

Many providers will need assistance in identifying ways to liquidate or change the facility's use, in order to facilitate movement into integrated employment. Providers will need to find ways to make their resources more fluid and less encumbered as they develop integrated employment services. In the future, funding agencies and rehabilitation associations may play a role in assisting providers to liquidate fixed assets. The problems associated with capital assets are similar to those faced by state governments as they dismantle state institutions to establish community residences or supported living services: What to do with the bricks and mortar? Developing partnerships with other human service agencies, selling properties, and leasing to other parties or industries are only a few of the options that can be explored. Given the unique factors that exist across geographic areas, solutions undoubtedly will vary.

B.6. Conversion of Facility-based Programs

Providers of integrated and segregated day or employment services are often one and the same, unlike most institutional and community-based residential providers. Issues related to converting facility-based services into integrated employment will be discussed in the following section.

Studies have documented that some persons in supported employment work part-time or have unique or varying schedules (Kiernan et al., 1986, Schalock et al., 1988). Thus, many integrated employment providers are now exploring alternative ways of supporting persons during non-work hours. What some have described as a "safety net" for persons with severe disabilities is often a more flexible and creative use of non-work options and resources (community recreation, adult education courses, drop in centers, etc.). Working concurrently in integrated and segregated settings is very difficult for persons with disabilities, because the accepted social culture often differs substantially across settings. And of course, many employees with disabilities do not want to return to segregated environments during their free time.

Managing programs that do not use a facility for programming is an added challenge when a participant with a disability loses a job, particularly when supports are needed during the day and family, friends or residential staff are not available to assist. Admittedly, this is one of the biggest challenges for organizations operating only integrated services, and it is exacerbated by the need for continuously flexible staffing schedules.

On the other hand, the practice of combining different and conflicting service models is costly for an organization and confusing to consumers, funding agencies and staff (Albin, 1992). Moreover, it reinforces the very notion of a continuum of services (Taylor, 1987) that supported employment was designed to overcome. Part of the problem is that the process of conversion has been viewed as a relatively simple matter of adopting a proven new technology. However, the path from research and demonstration to effective organizational innovation is far from straightforward (Backer, 1988). Successful conversion efforts have been driven by a complex array of personal, organizational, social and economic forces (Hagner, 1993; Hagner & Murphy, 1989). These variables must be understood if we are to achieve the promise of supported

employment on a national scale and if it is to be more than simply an additional service in a fairly entrenched day and employment service system.

Conversion activities require commitment from all levels: from the mission statement to the board of directors to staff to families and consumers. Financial incentives are, by themselves, insufficient to assure successful conversion. Staff must be trained in both the principles and practices of integrated employment. With the average direct service employment specialist receiving less than seven hours of training per year, the need for additional training is obvious (Agosta, Brown, & Melda, 1993). This would assist employment specialists to acquire the wide variety of skills and roles that need to be addressed in these positions, including, teacher, counselor, resource person, job developer, and information and training resource for coworkers, supervisors, and other community members. Knowledge of support strategies including direct training, co-worker training, identification and use of natural supports, job accommodation, job creation, and fading supports is critical for staff working in integrated employment programs.

A recent survey of employment specialists and administrators of supported employment programs generated some additional results that amplify our findings (Agosta et al., 1993). These researchers surveyed providers from our study who were identified as offering supported employment services. When those who provided both supported employment and facility-based services were asked why they did not offer integrated employment to all consumers, 189 administrators answered as follows: some consumers are not ready for integrated employment (60%), some participants want sheltered work (51%), not enough jobs are available (39%), not enough funding is available for integrated employment, (37%), lack of transportation (23%), all workers are currently receiving integrated employment services (12%), and other reasons (30%). Seven percent of the respondents actually stated that they need workers in the facility as the reason that all were not offered integrated employment! The interesting thing

about the pattern of these responses is that the largest percentage of providers attributed the cause to consumers themselves, either because they were "not ready" for integrated employment (a notion refuted by research) or because they requested sheltered services. Providers need to be aware of this tendency to presume that individuals with disabilities must prove they are "ready" for integrated employment or that they should remain in facility-based programs because they have requested it, when, in many cases, participants with disabilities are unaware of their alternatives.

C. Implications for the Future

This section presents a discussion of issues and potential incentives that may influence future integrated employment development and facility-based conversion. The topics are grouped as follows: movement patterns, projected day and employment service trends, consumer-driven services, and policies affecting integrated employment.

C.1 Movement Patterns

Movement data are important because they provide insight into job retention as well as into the types of programs drawing more participants, despite whether the reasons are related to funding, ideology, or a combination of these and other factors. More persons (as well as a larger relative percentage) were moving into and out of individual compared with group supported employment in 1991. Overall, twenty-five percent of those with developmental disabilities reported in individual or group supported employment left the service sometime during that year. Assuming that the supported employment separation rate is relatively equal for all individuals served (and not just for those with developmental disabilities), then the projected number of persons (nonduplicated) left in group or individual supported employment at the end of 1991 is 148,709. Admittedly, the movement rate out of supported employment may be dissimilar for individuals who do not have a developmental disability; however, supported employment was designed for persons with the most severe disabilities, including persons with developmental disabilities. Hence, movement rates should not

be decidedly different for supported employees who do not have developmental disabilities.

It is troubling that the number of persons who entered facility-based work and facility-based nonwork during the year was actually higher than the number who left. These findings reemphasize the relative strength of the segregated system, which appears to be getting larger, rather than smaller, in opposition to many states' espoused priorities. Moreover, they substantiate the trend revealed for the 78 providers who also responded to the 1986 survey, where the total number of persons in facility-based work increased significantly from 1986 to 1991. (See Table 5).

Findings related to movement gain depth by examining the reasons people left individual and group supported employment during 1991 and the nature of their daytime activities at the time of the survey (summer/early fall, 1992). Approximately one-quarter of both groups (19% group SE and 26% individual SE) left supported employment because they no longer needed job supports. However, at least two-thirds of both groups (71% group and 66% individual) quit or were terminated from their jobs.

Data reflecting the current environment for people who left supported employment are mixed. While one-third of those who left either individual or group supported employment settings were in integrated employment during the summer of 1992, 25% of those who had been in group supported employment returned to facility-based programs and an even larger percentage of those in individual supported employment did so as well (28%). Moreover, the unemployment rate at the time of the survey was high for both groups who left supported employment (34% for group SE and 27% for individual SE). Because we did not solicit information related to the date of job separation, we have no way of knowing whether or not these were individuals who had recently left their jobs. Given limited resources, those who left integrated settings (particularly persons who returned to facility-based programs) may be less likely than others to obtain integrated jobs again in the near future.

Failures in integrated employment may be contained and addressed, but staff must have the relevant clinical and business skills to be able to handle these situations effectively. They must understand how to match consumer skills and interests not only with job characteristics but also with the job culture. They must possess the business acumen to interact well with employers and supervisors (especially when addressing work-related problems), and they must understand the job market in order to target areas that might hold the most promise for participants.

C.2. Projected Day and Employment Service Trends

Of the three integrated employment options, agencies were most likely to provide individual supported employment services over the past five years. At least 25% increased the number of persons in integrated employment over that time period (40% for individual SE), and the percentage that started an integrated service ranged from 20% for group supported employment to almost 35% for individual supported employment. In spite of the expansion of integrated services, more than half the providers either started, maintained their existing service capacity or expanded facility-based programs over the past five years.

Furthermore, these trends are expected to continue: 70% of the respondents providing competitive employment, 68% of those offering group supported employment, and 86% of those providing individual supported employment plan to start, maintain, or expand their integrated employment service capacity. More startling is the fact that slightly more than half the respondents plan to start, maintain current capacity or increase the number of persons served in facility-based programs over the next five years! The anticipated trend for facility-based services is one of continued growth, and the dual service system is likely to persist. Only 22% of the respondents plan to decrease the number served in facility-based work and only 12% for those in nonwork. Few plan to discontinue facility-based services (3% for facility-based work, 2% for nonwork). State agencies need to explore methods that are effective at enhancing the

development of integrated services as well as at encouraging the conversion of facility-based services.

C.3. Consumer-Driven Services

We were interested in obtaining information on areas that may reflect more innovative, individualized services for people with disabilities. Examples include career planning, developing coworker supports, and collecting consumer satisfaction information. Over half the respondents reported that career planning activities include participants' families, but only 23% said they included other friends. At the very least, expanded support circles should be a goal for all employees with disabilities (O'Brien, 1987). Eighty percent of the providers reported that the employee with a disability was involved in choosing participants of career planning meetings. Research is needed to examine the most effective methods for involving consumers with disabilities in a meaningful way in this process. Furthermore, research which identifies best practices used to help individuals with severe disabilities contribute to program management also would be beneficial.

Thirty-nine percent of the respondents stated that they facilitate career planning meetings at least annually. Yet, 40% conduct these activities only at the consumer's discretion or as needed. Career planning needs to be an ongoing activity for persons with disabilities, one that is integrated into envisioning the fabric of the individual's entire life including their residence, development of social supports, and leisure time planning (Butterworth & Hagner, 1994).

Over half the respondents spend only one to two hours in the career planning process; yet, 10% reportedly spend more than four hours and 15% spend more than six. Career planning sessions that last more than four hours are more likely to reflect a more holistic emphasis on person's life. Research is needed to examine the content of this process.

Half the respondents collect information reflecting consumer satisfaction at least annually, and one-quarter collect it semi-annually. Still, little is known about the breadth of this information or about the processes used to adapt services based on this input. Again, research is needed which identifies exemplary methods for collecting consumer satisfaction information as well as other techniques to maximize consumer choice and empowerment.

More than three-fourths of the respondents reportedly provide information regarding disability issues to nondisabled coworkers. Almost two-thirds offer additional training related to instructional support strategies. However, only 15% involve coworkers in the provision of paid supports, most of which the provider funded. Given recent emphasis on natural supports, we also need more information about the nature and process of informal supports that may be available in work settings.

Families should note the influence they can have on the provision of services. While attempting to influence a service system (given the potential political and bureaucratic quagmires) can be both exhausting and frustrating for families whose coping resources are often stretched to the limit, advocacy activities undertaken by families have played a critical role historically in the expansion of community-based educational and adult services for individuals with disabilities (Dybwad, R., 1990; Dybwad, G., 1984). The more involved that families become, the more likely that the service system will respond to their needs and those of their family member with a disability.

C.4. Policies Related to Integrated Employment

Recent federal legislation endorses the values of access, inclusion and empowerment for citizens with disabilities (Rehabilitation Act of 1992; IDEA; Americans with Disabilities Act of 1990). These recent laws embrace values that should enhance the expansion of integrated employment opportunities for persons with disabilities. Movement toward individualized consumer planning and evaluation of both quantitative

changes (such as increased earnings) and qualitative changes (such as quality of life outcomes and consumer satisfaction) must be integral elements of the day and employment service delivery system. State agencies need to implement a responsive system of life-long planning for individuals with disabilities. This process should begin at age 14 and focus on a broad range of holistic needs (friends, supports, employment, community-living, recreation, etc.).

The bulk of resources for integrated employment services are contributed through state agencies and driven by state policies and practices. By prohibiting new participants from entering facility-based programs, state MR/DD agencies could exert powerful changes on the scope and delivery of day and employment services. Although providers indicated a trend toward targeting integrated employment for new participants, two-thirds of those entering the service system continue to receive services in segregated settings. The individual needs of persons entering segregated settings should be compared with those entering integrated work. This would provide information regarding factors used to determine program eligibility and entrance criteria. More importantly, state MR/DD agency staff should examine why some individuals are entering segregated programs. Is it primarily due to a lack of integrated employment resources?

Providers indicated that the most frequently-utilized state incentive to stimulate integrated employment was the connection of funding to agency commitment to develop integrated services (42%). Training and technical assistance related to development of integrated employment was noted next (29%) and then availability of Social Security Work Incentives (23%). Other incentives utilized were: implementing fewer regulations to monitor integrated employment, providing higher rates of funding for integrated services, connecting funding to a commitment to phase out facility-based programs, requiring that new participants enter integrated employment, and providing for moving persons from facility-based to integrated employment.

It is clear that many federal priorities are based on the value of stronger consumer involvement in service planning and implementation at both the individual and system's levels. In spite of the state policy incentives described above, this philosophical commitment has yet to be fully articulated at the state level. Three states have closed all their institutions, but most continue to run dual residential systems. With respect to day and employment services, no state has yet embraced a complete commitment to integrated employment services; instead, most have increased both integrated and facility-based services. State agency policies and procedures need to be adapted to support and fully reflect the values espoused in recent federal legislation affecting persons with disabilities.

Correspondingly, federal policies that counterbalance existing federal incentives to develop integrated services must be changed (such as those involving Medicaid Title XIX dollars and Social Security Disability Income funds). Inconsistencies in the Health Care Financing Administration's (HCFA) regulations governing Title XIX dollars have contributed to the slow adoption of supported employment by some states. States are inclined to maximize their utilization of federal dollars, and Title XIX services are funded with at least 50% federal money (in some states more, depending on the funding formula). In 1990, 29% of those served in day and employment programs monitored by state MR/DD agencies received funding from Title XIX (McGaughey, et al., 1993).

However, until December 1992, Title XIX dollars were available only to fund supported employment for persons served under the Home and Community-based (HCB) Waiver who had been in an institution previously (in either a state institution or a community-based ICF/MR). Moreover, states must include supported employment as an option in their HCB Waiver application in order use Title XIX dollars to fund the service. States that included supported employment as an option under their Home and Community-based Waiver doubled from 16 in 1990 to 34 in December, 1992 (Smith & Gettings, 1993). However, only 5% of those receiving day or employment services

through the Waiver in FY1990 were in supported employment (as reported by state MR/DD agencies, N=28; McGaughey, et al., 1993). Legislation has been submitted to amend HCB waiver regulations to allow supported employment services for all individuals funded under the Title XIX Waiver instead of restricting it to those with an institutional history. This would address some of the disincentives inherent in the Medicaid program and would approximately double the number of Home and Community-based Waiver recipients who are eligible for supported employment (Smith & Gettings, 1991).

Home and Community-based Waiver funds comprised only one-quarter (23%) of the Title XIX resources reported for day and employment services, further demonstrating that many more persons could be eligible for supported employment if other Title XIX program funds could be utilized for this service (i.e., ICF/MR program, Rehabilitation option, and Clinic option). Recent revisions to the Title XIX ICF/MR regulations have the potential to increase significantly the number of persons whose employment services are funded under Title XIX. Effective December 21, 1992, these revisions stipulate that Medicaid dollars may be used to fund supported or sheltered employment services for residents of ICF's/MR as long as the services are required to meet "active treatment" needs (Federal Register, 1992). As of December 1992, there were 146,000 residents in public and private ICF's/MR across the country -- a very large pool of potential supported employment participants (HCFA, 1993). Moreover, ICF/MR residents represent 50% of the 60,982 persons reported served in day habilitation services in FY1990 (as reported by 32 state MR/DD agencies; McGaughey, et al, 1993). Just as important, residents of ICF's/MR typically reflect individuals with the most severe disabilities. An additional advantage of the regulations is their potential to change the profile of persons receiving supported employment services. Because these regulations potentially may influence the previously documented entrenchment of Title XIX support

in segregated services, they also may neutralize the accompanying disincentives that occur when federal dollars are restricted to a single service model.

Other federal agencies also counterbalance federal policies that endorse integrated employment. Social Security regulations continue to create work disincentives for individuals with disabilities, particularly persons receiving Social Security Disability Insurance (SSDI) benefits who are not eligible for the 1619A & B Program. This program was designed to provide additional work incentives to Supplemental Security Income (SSI) recipients, by not decreasing benefits dollar for dollar according to money earned. Even when individuals make too much to retain SSI eligibility, they may retain Medicaid eligibility (up to a specified earnings limit). These incentives are not available to SSDI recipients, and the threat of losing health-care coverage acts as a strong disincentive to work.

Other work incentives are available for recipients of both Supplemental Security Income (SSI) and SSDI benefits (Plans to Achieve Self Support [PASS] and Impairment Related Work Incentives [IRWE]). However, the paperwork involved in these programs is so complicated and frustrating that individuals with disabilities often give up before completing the process (Conley, Noble, & Elder, 1986). In order to increase the efficacy of these potential resources, the Social Security Administration needs to expand public education efforts regarding the availability of work incentives, and field staff need to be trained to provide more consistent interpretation and implementation of the regulations.

CONCLUSION

State and federal policies most assuredly will drive the non-profit, day and employment service delivery system. Continued mixed messages reflected in funding priorities, state regulations, and state licensure requirements only act to impede the expansion of integrated employment. On the other hand, community providers must change the methods used to provide services in order to respond to the changing expectations of funding agencies, consumers, family members, employers and the general public. Coordinated planning is a critical component of this change process. Ultimately, this will provide a cornerstone for revising reimbursement mechanisms, providing opportunities for choice, and establishing a truly individualized, viable and responsive system of integrated employment for persons with disabilities.

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APPENDIX A:
SURVEY INSTRUMENT

NATIONAL STUDY OF DAY AND EMPLOYMENT SERVICES

TRAINING AND RESEARCH INSTITUTE FOR PEOPLE WITH DISABILITIES

CHILDREN'S HOSPITAL

300 LONGWOOD AVE., GARDNER 6

BOSTON, MA 02115

SURVEY PURPOSE AND PROCEDURES:

This is a national study funded by the Administration on Developmental Disabilities to analyze day and employment service trends in 1991 for individuals with developmental disabilities. You will receive a summary report of the national findings.

Please identify below the person who had primary responsibility for completing this survey. Only a few of the survey questions ask for specific data. When this is the case, please provide information for calendar or fiscal year 1991. If information is not available for this period, please provide the most current information and specify the time period used.

If you have questions concerning the survey, you may contact these members of our research staff: Lorraine McNally at (617) 735-7996, Geraldine Keith at (617) 735-6863 or Martha McGaughey at (617) 735-6506. Please return the completed questionnaire by September 1, 1992.

PERSON COMPLETING THIS SURVEY

Name _____

Title _____

Phone _____

SURVEY DEFINITIONS

- **MENTAL RETARDATION:** Mental retardation refers to: (1) significantly subaverage intellectual functioning; (2) listing concurrently with related limitations in adaptive skill areas, and ; (3) manifests prior to age 18. Significantly subaverage is defined as IQ of approximately 70 or below on standardized measures of intelligence and is dependent upon the reliability of the test and clinical judgement. Valid assessment considers cultural and linguistic diversity. Adaptive skill limitations occur within the context of environments that are typical of the person's peers and are indexed to individual support needs.
- **PHYSICAL DISABILITIES:** Include conditions such as cerebral palsy, muscular dystrophy, multiple sclerosis, etc.
- **EMOTIONAL DISABILITIES:** Include conditions such as schizophrenic disorders, major affective disorders, etc.
- **OTHER DISABILITIES:** Include conditions such as epilepsy, traumatic brain injury, autism, etc.
- **FEDERAL FUNCTIONAL DEFINITION OF DEVELOPMENTAL DISABILITIES:** The federal definition of the term 'developmental disability' means a severe, chronic disability which:
 - a. is attributable to mental or physical impairment or combination of mental and physical impairments;
 - b. is manifested before the person attains the age of twenty-two;
 - c. is likely to continue indefinitely;
 - d. results in substantial functional limitations in three or more of the following areas of major life activity:
 - (1) self care;
 - (2) receptive and expressive language;
 - (3) learning;
 - (4) mobility;
 - (5) self-direction;
 - (6) capacity for independent living, and
 - (7) economic self-sufficiency; and
 - e. reflects the person's need for a combination and sequence of special, interdisciplinary or generic care, treatment, or other services which are of lifelong or extended duration and are individually planned and coordinated.

DAY AND EMPLOYMENT SERVICE CATEGORY DEFINITIONS

INTEGRATED ENVIRONMENTS: WHERE MOST PERSONS DO NOT HAVE DISABILITIES

COMPETITIVE EMPLOYMENT

- Time limited job-related supports or job development/placement services are provided to the worker with a disability in order to obtain/maintain employment

INDIVIDUAL SUPPORTED EMPLOYMENT (WITH ONGOING SUPPORT)

- Job development/placement activities are conducted for one worker with a disability
- Ongoing job-related supports are provided to one worker with a disability in order to maintain employment

GROUP SUPPORTED EMPLOYMENT (WITH ONGOING SUPPORT)

- Job development/placement activities are conducted for a group of at least 2 workers with disabilities
- Ongoing job-related supports are provided to a group of at least 2 workers with disabilities in order to maintain employment
- Specific models include (among others):
 - **Enclaves:** a group of employees with disabilities who work together in an integrated work-site
 - **Mobile crews:** a group of employees with disabilities who travel together to integrated work-sites, typically moving to different locations during each week

SEGREGATED ENVIRONMENTS: WHERE MOST PERSONS HAVE DISABILITIES

FACILITY-BASED WORK PROGRAMS

- Primary program focus is on working for pay
- Continuous job-related supports and supervision are provided to all workers with disabilities

FACILITY-BASED NONWORK PROGRAMS

- Primary program focus includes (but is not limited to): psycho/social skills, activities of daily living, recreation, and/or professional therapies (e.g., O.T., P.T., speech)
- Continuous supports and supervision are provided to all participants with disabilities

OTHER SERVICE CATEGORY DEFINITIONS

SPECIAL PROGRAMS FOR ELDERLY PERSONS

- Environment where all participants are 55 years or older
- Primary program focus includes, but is not limited to: leisure/recreation, nonvocational activities
- May be primarily integrated with elders who do not have disabilities or may be primarily segregated

COMMUNITY LIVING: RESIDING IN A NEIGHBORHOOD WHERE MOST PERSONS DO NOT HAVE DISABILITIES

- **Residential Programs:** Programs serving a group of persons (at least 2) with disabilities who live together, who usually are not responsible for their residential lease or financial arrangements, and who receive community living supports. The residential setting is not closed when one or all residents leave; rather, new residents are recruited.
- **Individualized supported living:** Individually-designed and consumer-driven housing arrangements for persons with disabilities, where they usually are responsible for their residential lease or financial arrangements and receive community living supports.

RESPIRE CARE

- Short-term day or overnight support services to families or individuals with disabilities

SPECIALIZED FAMILY SUPPORTS

- Services where specific staff resources are focused primarily on providing family supports, including: information/referral, financial supports, transportation services, support groups, etc.

PERSONAL CARE ASSISTANCE

- Support provided by a paid care-giver to assist a person with a disability with tasks, such as self-care, house-cleaning, or financial management.

LEISURE RECREATION SERVICES

- Primary program focus is on providing or utilizing leisure/recreation activities
- May be primarily integrated with persons who do not have disabilities or may be primarily segregated

NATIONAL SURVEY OF SERVICE PROVIDERS

1. a) How long has your agency been operating facility-based work or nonwork programs (sheltered employment, work activity, day activity, day habilitation, etc.)? (Please see definitions.)

_____ Less Than 1 Year _____ Years _____ Not Applicable

b) How long has your agency been helping people with disabilities find jobs in integrated settings?

_____ Less Than 1 Year _____ Years _____ Not Applicable

c) How long has your agency provided group supported employment services?

_____ Less Than 1 Year _____ Years _____ Not Applicable

d) How long has your agency provided individual supported employment services?

_____ Less Than 1 Year _____ Years _____ Not Applicable

If 1a) through 1d) are all not applicable, you have completed the survey. Please return it in the enclosed envelope. Thank you for your help.

2. How would you classify the primary geographic environment served by your agency?

☐ Urban/Suburban

☐ Rural

3. After reviewing the service definitions, please check below the services that your agency currently operates. (Check all that apply.)

☐ Competitive employment

☐ Facility-based nonwork

☐ Respite care services

☐ Individual supported employment

☐ Facility-based work

☐ Specialized family support

Group supported employment:

Community living services:

services (see definitions)

☐ Enclaves ☐ Mobile crews

☐ Group settings

☐ Personal care assistance

☐ Other, please specify

☐ Individualized supported living

Leisure/recreation services:

Special programs for elderly persons:

☐ Primarily integrated

☐ Primarily integrated

☐ Primarily segregated

☐ Primarily segregated

4. Please provide the following information concerning group supported employment programs operated by your agency:

of enclaves: _____ # of mobile crews: _____

Number Served in: **all enclaves:** _____ **smallest enclave:** _____ **largest enclave:** _____

5. a) How many separate facility-based sites does your agency operate?

Total # of facility-based sites: _____

b) Please check the item below that relates to your agency's facility-based programs.

☐ All facilities are owned or financed

☐ Some facilities are owned or financed: # of owned facilities _____

☐ None of the facilities are owned

☐ Not applicable

6. a) Please provide the information below for individuals served by your agency from Jan. 1-Dec. 31, 1991 (including those with a developmental disability--DD, see definitions). If data are not available for calendar year 1991, please provide the most current information for a period of 12 months and specify below the time period used. Please fill in **each** line, using a "0" if your agency did not provide the services and "N/A" if the data are not available.

Services	¹ Total # served	² # served with DD	³ # with DD who <u>entered</u> service in 1991	⁴ # with DD who <u>left</u> service in 1991 (closed, terminated, etc.)
Competitive employment	_____	_____	_____	_____
Individual supported emp.	_____	_____	_____	_____
Group supported emp.	_____	_____	_____	_____
Facility-based work	_____	_____	_____	_____
Facility-based nonwork	_____	_____	_____	_____

The data above **does not** reflect services from Jan. 1-Dec. 31, 1991, but instead is for the following 12 month period: _____

b) For those listed above who **left** individual or group supported employment, **why did they leave:**

	% who no longer needed job supports		% who quit or were terminated		Unknown %	TOTAL
Individual supported emp.	_____	+	_____	+	_____	100%
Group supported emp.	_____	+	_____	+	_____	100%

c) For those who **left** individual or group supported employment, **where are they currently:**

	% currently in integrated employment		% currently unemployed		% who returned to facility-based employment		Unknown %	TOTAL
Individual supported emp.	_____	+	_____	+	_____	+	_____	100%
Group supported emp.	_____	+	_____	+	_____	+	_____	100%

7. Of those persons with **developmental disabilities** noted in #6a (column 2), how many would be considered individuals with a **primary** disability of:

_____ Mental retardation	_____ Emotional disabilities	_____ Unknown primary disability
_____ Physical disabilities	_____ Other (neurological conditions, sensory conditions, autism, etc.)	

8. a) Please indicate below the number of individuals served by your agency who currently work in more than one setting during the same week. (Enter 0 if there are none.)

- _____ Persons working in competitive employment and facility-based settings (work or nonwork)
- _____ Persons working in group supported employment and facility-based settings (work or nonwork)
- _____ Persons working in individual supported employment and facility-based settings (work or nonwork)

b) In reference to 8a), please list below the most frequent reasons that individuals currently work in integrated and facility-based settings during the same week.

9. Please check the sources that are used to fund the following services:

Funding Source	Individual Supported Employment	Group Supported Employment	Facility-based Work & Nonwork Programs
State Dept. of MR/DD	☐	☐	☐
Vocational Rehabilitation	☐	☐	☐
State Dept. of Mental Health	☐	☐	☐
County/Local government	☐	☐	☐
Local Education Associations	☐	☐	☐
State Dept. of Education	☐	☐	☐
Self-pay (Including PASS, IRWE)	☐	☐	☐
Subcontract revenues	☐	☐	☐
Medicaid Title XIX	☐	☐	☐
Employer/Industry	☐	☐	☐
Other, please specify:	☐	☐	☐

10. a) For the year 1991, please list below the total number of individuals served by your agency who were referred directly from a local school district.

_____ Persons served in individual or group supported employment in 1991

_____ Persons served in facility-based work or nonwork settings in 1991

b) Of the total number of individuals listed above, what percentage were supported with funds provided by local school districts or state departments of education?

_____ % of Individuals supported directly by local or state education funds

11. a) Does your agency have a formal mechanism for measuring consumer satisfaction?

☐ Yes

☐ No

b) If Yes, how often is this administered?

☐ Semi-annually

☐ Every 2 years

☐ Not applicable

☐ Annually

☐ No specific time frame

☐ Other, please specify

If your agency does not operate individual or group supported employment, please go to Question 15.

12. Please check below the reimbursement methods that are used for persons monitored by your agency who are working in individual supported employment.

☐ Hourly rate

☐ Constant **annual** rate

☐ Constant **daily** rate

☐ Varying **annual** rate (based on intensity of needed supports)

☐ Varying **daily** rate
(based on intensity of needed supports)

☐ Other (Please describe) _____

☐ Not applicable

13. If your agency offers **group supported employment services**, please check the payroll source and list the number of groups paid by each source.

- ☐ Agency sources _____ (# of groups)
☐ Company sources _____ (# of groups)
☐ Not applicable

14. a) What experience has your agency had in providing:

- on-the-job supports to persons in individual supported employment who request support after their funding has terminated, and/or
- job development/ placement assistance for individuals who lose their jobs in integrated employment but have no outside funding for this service? (Please check all that apply.)

On-the-job Supports

Job Development/Placement Assistance

- ☐ Agency covers the cost
☐ Individual is put on a waiting list
☐ Individual is referred to a funding agency
☐ Individual pays for service (Social Security, PASS, etc.)
☐ Other (e.g., employer, families; *please specify*)
☐ Situation has never occurred/ Not applicable

- ☐ Agency covers the cost
☐ Individual is put on a waiting list
☐ Individual is referred to a funding agency
☐ Individual pays for service (Social Security, PASS)
☐ Other (e.g., employer, families; *please specify*)
☐ Situation has never occurred/ Not applicable

b) For the year 1991, please estimate the number of persons in individual supported employment for whom your agency provided on-the-job supports or job development/ placement assistance when outside funding was not available.

_____ # who received on-the-job supports

_____ # who received job development/job placement assistance

15. a) Does your agency regularly conduct career planning meetings with consumers in order to define career goals and direct the job placement process?

☐ Yes

☐ No (If no, go to 16)

b) If **Yes**, in addition to the consumer, what percentage of the career planning meetings include:

_____ % with family _____ % with consumers' friends ☐ Not applicable

c) Who chooses the individuals who participate in these meetings? (Check all that apply.)

☐ The Consumer ☐ Agency Staff ☐ Family ☐ Other, *please specify* _____

d) Where do these meetings usually occur? (Please pick only one item.)

☐ Consumer's home ☐ Your agency ☐ Other, *please specify* _____

e) How often are these meetings conducted?

☐ Annually

☐ Depends on the consumer, no regular schedule

☐ Every two years

☐ Other, *please specify* _____

f) How much time typically is spent with the consumer to complete the plan?

☐ 1-2 hours

☐ 2-4 hours

☐ 4-6 hours

☐ More than 6 hours

16. What methods do you use to involve coworkers in supporting persons with disabilities in integrated employment? (Check all that apply.)

- ☐ General information/Orientation to disability issues
☐ Consumer-specific instructional support strategies

Pay coworkers for support services:

- ☐ Paid directly by agency
☐ Paid by consumer

☐ Other, please specify: _____

17. Please check the items below that most accurately reflect your organization's service patterns over the past five years. At least one item should be checked for each service category; more than 1 if applicable.

Agency Service Trends for the Past Five Years

Services	Service started during time period	# Served stayed the same	# Served Increased	# Served Decreased	Service was Discontinued	Service not Provided
Competitive employ.	☐	☐	☐	☐	☐	☐
Individual supp. emp.	☐	☐	☐	☐	☐	☐
Group supp. emp.	☐	☐	☐	☐	☐	☐
Facility-based work	☐	☐	☐	☐	☐	☐
Facility-based nonwork	☐	☐	☐	☐	☐	☐
Special programs for elderly persons	☐	☐	☐	☐	☐	☐

18. If your agency has **closed** any **facility-based programs** (work or nonwork) over the past five years, check the items below that reflect how the buildings are used currently. (Check all that apply.)

- ☐ a) The agency sold at least one building:
of buildings sold : _____
- ☐ b) The agency vacated at least one rental building:
of buildings vacated : _____
- ☐ c) At least one building is being used for administrative operation of integrated employment:
of buildings being used for administration: _____
- ☐ d) Other (Please specify) _____
- ☐ e) Not applicable

19. Please check the items below that most accurately describe your agency's plans over the next five years. At least one item should be checked for each service category.

Service Plans over the Next Five Years

Services	Service will start during time period	Will Continue to Serve the same #	Will Increase # Served	Will Decrease # Served	Will Discontinue Service	Service will not be Provided
Competitive employ.	☐	☐	☐	☐	☐	☐
Individual supp. emp.	☐	☐	☐	☐	☐	☐
Group supp. emp.	☐	☐	☐	☐	☐	☐
Facility-based work	☐	☐	☐	☐	☐	☐
Facility-based nonwork	☐	☐	☐	☐	☐	☐
Special programs for elderly persons	☐	☐	☐	☐	☐	☐

20. If you plan to develop or expand supported employment (based upon your projected resources), what percentage do you expect will be working in individual versus group models in 5 years? (The total should equal 100%.)

_____ % in individual supported employment

_____ % in group supported employment

21. Please indicate below the extent to which state practices and funding patterns have influenced your past activities related to:

Facility-based employment

- ☐ Have had no effect
- ☐ Influenced the establishment of facility-based services
- ☐ Influenced an increase in the number of persons served
- ☐ Influenced a reduction in the number of persons served
- ☐ Influenced the closing of at least one site

Supported employment

- ☐ Have had no effect
- ☐ Influenced the establishment of supported employ. services
- ☐ Influenced an increase in the number of persons served
- ☐ Influenced a reduction in the number of persons served
- ☐ Influenced the closing of at least one group site

22. What incentives have been helpful in expanding integrated employment in your state? (Check all that apply.)

- ☐ Funding is tied to our commitment to expand integrated employment
- ☐ Funding is tied to our commitment to phase out facility-based employment
- ☐ All new referrals must enter integrated employment
- ☐ Higher rates of funding are provided for integrated employment
- ☐ Bonuses are provided for moving individuals into integrated employment
- ☐ Additional training and technical assistance are provided to develop integrated employment
- ☐ Integrated employment programs have fewer regulations
- ☐ Social Security work incentives (PASS, IRWE, etc.)
- ☐ Other (Please specify) _____
- ☐ None

23. If your agency has decided to expand integrated employment, please check below the factors that have contributed to this decision. (Check all that apply.)

- ☐ Agency philosophy emphasizes integrated employment
- ☐ Positive past experiences with integrated employment
- ☐ State funding policies
- ☐ Federal funding policies
- ☐ Consumer preference
- ☐ Family requests
- ☐ Other (Please explain below)
- ☐ None
- ☐ Not applicable

Thank you for your cooperation in completing this survey!!